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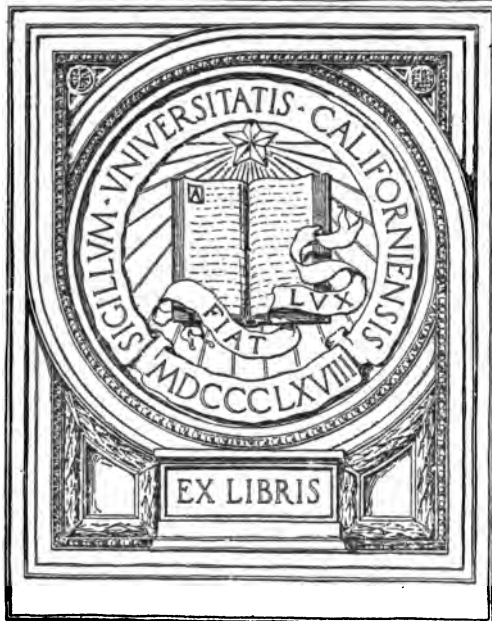
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HANDBOOK  
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CIVIC IMPROVEMENT  
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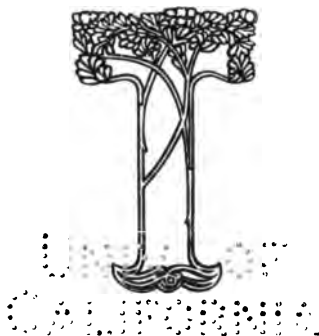


A HANDBOOK  
OF  
CIVIC IMPROVEMENT

BY

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## PREFACE.

This little book is intended to do three things. In the first place it is meant to show the average citizen and city official alike what is to be expected of city government. Thus, by setting up an ideal to strive after, it aims to educate the general public up to a higher expectation of results from its city, with a corresponding willingness on the part of the tax payers to furnish the necessary means for accomplishing those results. In the second place it is intended to furnish to civic organizations a handy guide book for a community survey which shall set forth by convincing evidence the short comings of their own community. It was this aspect of the city government problem which first suggested the present undertaking, because the author had on various occasions been requested for assistance in directing the work of civic associations and clubs along effective lines. The willingness and devotion were present for accomplishing great things, but the efforts lacked direction and therefore largely came to naught. It is particularly with the growing civic activity of womens' clubs in mind, and to aid them in their work that this book is written, though mens' organizations, and collegiate civic associations can of course profit equally and use the book to the same advantage. In the third place it is intended for use as a laboratory guide in municipal science for college classes.

H. G. J.

University of Texas, Austin, Texas, 1915.



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# UNIV. OF CALIFORNIA

## I.

### WHAT IS GOOD CITY GOVERNMENT?

"For forms of government let fools contest! Whatever is best administered is best," wrote Pope many years ago. As in the case of most epigrams the truth contained in the saying is somewhat obscured by the evident exaggeration involved, and yet it cannot be denied that there is a very important fact expressed in the quotation. That the author believes that forms of city government are of importance, and of very considerable importance is evidenced elsewhere.\* That he believes the test of good city government in actual practice to be the manner in which it is administered is the underlying thesis of this work. In other words while there are, in the author's opinion, very great differences in the possibilities of good administration offered by different forms of municipal organization, the quality of the government actually possessed by any city must be measured by its activities. There have been and there are now cities with forms of organization that are evidently defective, viewed from a scientific point of view, and yet the administration of those cities surpasses in quality that found elsewhere. On the other hand, instances are not lacking of cities with admirable machinery and organization, whose accomplishments are nevertheless of very inferior calibre. The test of good city government in the concrete case is,

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\**Applied City Government*; the Principles and Practice of City Charter Making, by Herman G. James. Harper & Brothers, New York, 1914.

therefore, that of actual accomplishment. Does the city successfully meet the problems it has to solve, and does it provide for the welfare of its inhabitants to the fullest possible extent? These are the important questions to be asked, and it is one of the purposes of this book to facilitate the answering of those questions in every city in which there is an intelligent energetic group of persons interested in having that question answered.

This leads us from the conception of good city government to that of good citizenship. What members of the community are good citizens? The concept is evidently a wider one than merely that of obedience to the laws, though even this fundamental characteristic of good citizenship is sometimes lacking among some of the so-called leading citizens. Nor is the exercise of the electoral franchise the test of good citizenship, for many men may vote regularly without coming up to the standard, and conversely many women may prove themselves good citizens without possessing the vote. In fact for many women the problem of playing the part of good citizens is a simpler one than for the ordinary man because of the greater leisure they enjoy. For the test of good citizenship lies in the existence of an intelligent, continuing interest in the questions of good city government, and that means the consecration of a certain amount of time and energy to the study and investigation of the city's problems and the way in which they are met. For this kind of work organization is necessary, and that is another point where women have the advantage over men, for the former possess some readily adaptable form of organization in their social or church clubs, while men usually find it necessary

especially to organize a civic club of some sort in order to make the advantages of organization and co-operation available. It is a promising development of recent years, however, that so-called commercial clubs are actively interested in improving the government of their city.

We have seen so far that good city government in a particular community is a government that properly performs its functions, while good citizens from this point of view are those who are actively interested in determining what those functions are, in seeing if they are being performed, and in insisting that if they are not matters should be improved. Evidently the first step to be taken is the determination of what activities the city should engage in if it claims to be a good instrument for the satisfaction of social, that is, in this case, municipal needs. Now to a certain extent, of course, the importance and the very nature of the community needs will vary with the size of the city. On the other hand certain fundamental needs exist in every city which has grown beyond the village stage and the corresponding functions of the city government will vary in magnitude rather than in quality according to the size of the city. These fundamental municipal concerns will be considered under the following heads; health, safety, morals, education, social welfare, and civic beauty. These aspects of municipal life are not only the most important to the average citizen as well as to the community as a whole, but they are also the ones which are most easily subjected to the inspection and control of the average lay citizen who is not in a position to judge so easily of the efficiency of the legal, engineering and financial aspects of the city adminis-



tration. After pointing out the various subjects that arise in connection with these different fields of municipal activity and showing what may be expected of a good city government in their regard, there will follow in each chapter a set of definite questions to be answered by actual investigation of the city in which the reader lives, tending to facilitate the answering of the question how far short the given city government falls of what it should accomplish. With these two fundamental inquiries answered, the good citizenship of a community may be counted on to see to it that the deficiencies are remedied as rapidly as resources will permit.

## II.

CHAPTER I

### PUBLIC HEALTH.

#### *Food Supply.*

One of the most important of the municipal functions to be considered, and the one perhaps that touches the average citizen most closely in his every day life, is the care of the sanitary conditions of the community. It is in large part owing to the conditions created by city life that the public health problem becomes a serious one and therefore it is an evident duty of the city to guard its inhabitants against the dangers inherent in the congested conditions of urban life. Municipal activities in the interest of public health date back a long time in the history of cities, but it is only in recent times that really effective measures for safeguarding the health of urban communities have been developed and applied. In former times the chief and frequently the only phase of public health activities in the cities was that of fighting epidemics of contagious diseases and preventing their spread. To-day the main emphasis in the work of an efficient city health department is placed on preventing disease by eliminating insanitary conditions, and so in reducing the necessity for curative measures.

We may consider the proper health activities of the city therefore under two general heads, those which are preventive and those which deal with disease when it has already developed though of course in actual practice the two

phases are not and cannot be absolutely separated. Under the first head we may group the purity of the food supply, the abatement of nuisances, the disposal of garbage and sewage, and school hygiene. Under the second head we may consider separately the protection against the spread of contagious diseases, and the care of the indigent sick, completing the consideration of the public health functions of the city by a discussion of the proper form of organization and powers of the department of health.

*Food Supply.* Chief among the preventive hygienic measures a city should adopt is the regulation and inspection of the food supply of its citizens, for it is through improper food that much of the city's sickness is caused. Under this head must come in the first place the water supply, for of all articles of food it is the most generally used and therefore the most dangerous if polluted. For years it has been known that an impure water supply inevitably introduces such diseases as typhoid fever and many cities therefore have realized the need of providing pure water at any cost. Unfortunately, however, in a great many cities even this fundamental matter of a pure water supply has been neglected to the great detriment of the city's health. The first consideration with regard to the city's water supply is its source. The purity of that source can easily be determined by bacteriological and chemical examination and a continual watch should be exercised by those means through the city's health department in order to make sure that the source remains pure. So far as the city has jurisdiction over the source of supply it should prevent all possibility of pollution, and so far as it is exposed to pollution of the supply

by agencies over which it has no control, it should appeal to the state for protection against such agencies and safeguard itself by the installation of an adequate filtration plant. Deep wells are usually likely to offer a source of pure water, while water courses will seldom yield a pure supply, unless there are no sources of contamination located along the stream above the place where it is used. This is of course not usually the case. The intimate relation between the purity of the city's water supply and the health of its inhabitants and the need of absolute control as well as the important uses of water by the city itself for street cleaning and fire protection make it of the greatest importance for a city to own and operate its water works. The first care of a city in acquiring public services should therefore be to establish and maintain its own water works.

Having secured for itself an adequate supply of pure water, and that is unquestionably the matter of chiefest concern to a city from the public health stand point, the next care should be the elimination of other sources of water likely to be dangerous to the public health. Such sources are commonly found in surface wells and in cisterns, and if the city performs its duty by providing an adequate supply of pure water at small cost to consumers, there is no need for permitting these other sources of drinking water to exist, especially as they may constitute a menace to public health even when not used as sources of drinking water, as will be noted later on. Of course the city itself must store and distribute its water in such a way as not to permit of pollution in reservoirs and conduit pipes which

problem presents no great difficulties, though even this point is not infrequently neglected.

Adequacy of supply is an important item in the interests of public health, because water is not merely a necessity of life as an article of bodily consumption, but also as the most efficient cleansing medium, and the relation between cleanliness and good health is a matter of common knowledge. It is not necessary to point out here that the city itself needs a copious source of water for cleaning its streets, to say nothing of the importance of a high pressure water supply for fire protection, but it is well to emphasize the need of supplying a reasonable minimum of water to every inhabitant of the city at a cost which even the poorest will be able to pay, that is, free if need be. Beyond this minimum requirement for drinking and cleansing purposes, the city might properly make a graduated consumption or meter charge, to prevent waste in one of the most important of the city's possessions.

Next in importance to a pure water supply for the city is the provision of a pure milk supply, for while impure water is responsible for a large part of the high death rate of cities impure milk causes that most disgraceful of the city's short comings, a high infant mortality. It is, therefore, the duty of the city to exercise the most rigid inspection and control over all milk sold in the city, and to insure a pure milk supply for babies at reasonable rates to the persons unable to pay what the dealers demand. Indeed in view of the universality of milk consumption (it being of course a necessity for infants), the serious consequences of carelessness in the sanitary conditions surround-

ing the production and distribution of milk, and the difficulty of adequate inspection, there would appear to be almost the same reason for regarding the city's milk supply as a proper municipal undertaking as exists in the case of the water supply, which is in nearly all cities a municipally owned utility. At any rate municipal milk stations for pure baby's milk should be maintained. Whether owned by the city or not, the business of supplying milk should be carried on under certain safeguards well recognized as essential to the proper protection of the public health. At the very outset there should be a careful and repeated inspection of the herds from which the milk is secured. This will, in large cities, usually necessitate inspection by city officials outside of the territorial jurisdiction of the city, and so far as not adequately performed by state or county officials, could be enforced only by making submissions to such inspection a condition of granting the license to sell milk in the city. This inspection of cattle used for milking should be directed towards the detection of diseases in the cattle likely to affect injuriously the milk supplied. The most common and dangerous of such diseases is tuberculosis, which can readily be detected by the common tuberculin test. The proper feeding and housing of cows is essential to keeping them in the best condition for giving wholesome milk.

After ensuring that the milk comes from healthy cows the next consideration is to see that it does not become contaminated with filth and with disease microbes in the process of milking and handling in the dairies. To this end the washing of the cows' udders, the cleaning of milkers'

hands, the cleansing of the barn floors, the screening of the milking barns against flies, the sterilization of the receptacles, the protection of the milk from dust and dirt, and the cooling of the milk are all essential operations. These sanitary measures are almost obvious, except perhaps the requirement with regard to the cooling process which is meant to retard the multiplication of germs, which increase at an incredible rate in warm milk. If milk is to be shipped or carried for any distance it must in the same way be kept at a low temperature by the use of ice if it is to be in fit condition for delivery. As the important period to test milk from the public health point of view is when it is delivered to the customer there should be continuous careful inspection by means of samples taken from wagons on their delivery route, and in milk stations from the receptacles from which the milk is taken upon being sold. The milk should be bottled in tightly closed, thoroughly sterilized bottles, and in no case should there be any pouring of milk from one receptacle to another after bottling. The practice of watering milk, which can also easily be controlled by frequent inspection of samples, is not merely a fraud upon customers, but is also a frequent source of disease when the water used for that purpose is impure, as is frequently the case. Another abuse to be guarded against by inspection is the use of preservatives, which apparently keep the milk from spoiling, but in fact make it most injurious to health. Finally, it may be mentioned that the inspection of the employees engaged in handling the milk to guard against their having contagious diseases that might be communicated through the milk is an important considera-

tion. Obviously the effectiveness of all this inspection depends upon the existence of an adequate corps of inspectors so that violations of the milk ordinances cannot occur without a considerable risk of detection. That the ordinances themselves should cover all of the points mentioned and have penalties of a sufficient severity attached so that it could not possibly be profitable to violate the ordinances and pay the small fines is obvious.

Closely connected with both the water supply and the milk supply, as indeed in other connections also with the food supply in general, is the condition of the city's ice supply. The ice supply is connected with the water supply in that ice is largely used, in the summer especially, to cool water and other drinks, by placing it in the water or beverage where it melts and becomes part of the same. Obviously it is of no use under those conditions to have the water pure and the ice impure, for the resulting mixture will be impure. The purity of the ice sold becomes, therefore, a matter of proper and necessary control by the city. The supply of ice and its sale at reasonable prices is, however, also of importance because ice is a necessity in the summer for the preservation of foods, especially milk, and the inability of the city's population particularly in the crowded districts to obtain ice at reasonable rates shows itself inevitably in the increase in a great variety of diseases.

The next portion of the city's food supply which is commonly exposed to insanitary treatment and therefore becomes a frequent source of disease among consumers is the meat supply. The protection of the public health against danger from impure meat must begin before the animals



are slaughtered and in the case of slaughter establishments in or near the city this can be accomplished without great difficulty. Where meat is dressed at a great distance it becomes impossible to inspect the animals themselves and is therefore of even greater importance to provide a rigid inspection of the carcasses before sale to the public. There are many diseases common to cattle and other slaughter animals which make their meat unfit for human consumption, and many of these can easily be detected in the animals before slaughter and so lead to their rejection. Others cannot be discovered until after killing, and inspection at both times is therefore important, and at the latter time indispensable. But the condition of the animals is by no means the only point of importance that requires careful watching in the interests of public health. The sanitary conditions at the slaughter houses, the health of the employees, the treatment of the carcasses and offal are all matters of concern from a sanitary point of view.

As in the case of milk, so in the case of meat, it is a common practice to employ harmful chemicals for the preservation of the meat. This can readily be detected by sanitary inspectors and the improper meat be destroyed. Even more dangerous, however, than the ordinary "doctored" meat is decayed meat in all stages of decomposition. The sale of such meat can readily be prevented if the ordinances provide a sufficient penalty and the health department provides an adequate force of inspectors. The serious consequences of a failure to enforce such ordinances and the difficulty of a continuous inspection lead one, however, almost inevitably, to the conclusion that it is the proper function of the

city to build and operate its own slaughter house and require all meat sold in the city to be slaughtered under the sanitary conditions provided there. This is a municipal operation in countless European cities and is coming to be more and more so in this country also. After the meat leaves the slaughter house and goes to the meat market it must still be protected against contamination and decay. In the transport itself the meat should be kept cool and protected from flies and dust and the same is true of its manipulation in the market. It is in the markets, furthermore, that almost continuous inspection is necessary to prevent the sale of decayed or partially decayed meat, especially of fish. Here again the requirements of public health as well as economic considerations have led many cities of Europe to establish municipal markets, a movement which is gaining ground in this country also and is full of promise for improved health conditions.

Among the other agencies of distribution of the food supply in the city the most important are the groceries, which, therefore, must be brought under the supervision of the health authorities. The cleanliness of the store itself and its surroundings, as well as of its employees has an immediate effect on the sanitary character of the wares that are sold there. Protection against flies by screening and against dust by closed receptacles are elementary measures and should be observed in the delivery of the groceries as well. Even in the case of groceries there is need of protection against articles injurious to health because of being in a state of partial decomposition, tho the danger is not as

great and is more easily guarded against than in the case of meat.

Bakeries are the source of an important part of the city's food supply which is very frequently prepared under the most insanitary and dangerous conditions. The ease with which the ingredients used for baking take up dust and dirt, and the close contact of the materials with the persons employed in bakeries makes the sanitary condition and surroundings of the bake shops and the cleanliness of the bakers matters of special importance. Here again the screening against flies and the protection of the wares against dust and unnecessary handling are of the greatest importance. Delivery of bread and other wares should be required in securely closed paper coverings.

Ice cream parlors and soda fountains are rightly charged with a considerable portion of the sickness caused in a city by the consumption of unhygienic milk products. Even when the milk delivered to these places is pure, the treatment it receives there frequently exposes it to contamination. Lack of cleanliness in the receptacles used for storing and handling the ice cream leads to contamination, and the keeping of ice cream for too long a period is also a menace to the public health. The same may be said of the practice of making over ice cream after it has once stood a while and melted. All these practices can be controlled only by a rigid system of inspection to carry out comprehensive ordinances enforceable by adequate penalties.

Finally, there remain to be considered in connection with the city's food supply hotels, restaurants and other public eating places, for while it is true that hotels serve in large

part transients in the city rather than residents, yet insanitary handling of food in such places is bound to affect the health of the permanent community as well. For that reason there should be effective inspection of kitchens and store rooms with a view to sanitary conditions, in such matters as screening from flies, cleanliness of employees, and state of preservation of the food served.

## QUESTION SHEET ON THE FOOD SUPPLY.

*Water Supply.*

What is the city's death rate from typhoid fever? How many cases are reported each year?

Does the city own its water works?

What is the source of the water supply; wells, surface water?

What danger of pollution of the sources exists; shallow wells, habitations or factories on the water shed?

How is the water protected against pollution in the reservoirs and pipes? How often are these inspected with this in view?

How often are bacteriological and chemical tests made of the water to determine the presence of injurious substances or bacteria?

Are private wells and cisterns permitted as sources of drinking water? In what condition are such wells and cisterns? How often are they inspected?

What is the capacity in gallons of the water works? How many gallons per capita can they supply a day?

How many families and houses are without service from the water works?

What is the minimum charge for water? Are there any families unable to pay this charge?

How does the city prevent water waste; by meters, by inspection for leakage?

*Milk Supply.*

What is the infant mortality rate in the city?

What is the condition of the dairy herds? How often are they inspected? Is the tuberculin test given regularly? Is the food for the cows wholesome and in good condition?

What is the condition of the barns? Are they well ventilated, dry, well screened, and generally kept clean? What is done with the manure and sweepings from the barn? How often inspected?

Under what conditions is milking done? Are cows' udders washed before milking? Are milkers' hands thoroughly cleaned? Do the milkers wear clean clothes? Are they inspected regularly for contagious diseases, particularly as carriers thereof? Are they forbidden to expectorate in the barns and is that enforced?

How is milk protected against dust, dirt, and animals? Are all utensils kept clean and sterilized by steam before using? Is the milk properly cooled? How soon after milking, to what temperature and by what means is it cooled?

Is the milk bottled for delivery? How, by hand or machine?

Is milk kept cool until delivery? How long is milk kept between milking and delivery?

How often are samples taken from wagons for tests?

What tests are made; for water, dirt, quality of milk, preservatives, bacteria?

Does the city have a milk ordinance? What are its provisions, what its omissions? Is the ordinance enforced?

Does city provide pure milk for babies at small cost to the poor?

Are dairies and milk dealers licensed by the city?

### *Ice Supply.*

Is the ice sold artificial or natural? If natural is the body of water from which it is taken pure? Is ice inspected regularly? How is it stored and how handled?

What is the price charged? Does the city provide cheap ice in the summer to the poor?

### *Meat Supply.*

What are conditions under which meat is slaughtered in or near the city? Are the slaughter houses well lighted, properly ventilated, clean and dry? Is meat inspected before and after slaughtering by competent inspectors? Are all employees clean in body, habits and dress? Is meat kept in cold storage, and screened from flies? What is done with the offal?

How is meat protected in transportation to the markets?

Is it tightly covered and protected from dust and flies and kept cold?

Are markets sanitary, i. e., clean, well screened and protected from dust and do they have cold storage facilities?

Is the meat kept for sale in the markets regularly inspected as to state of preservation, as to presence of preservatives? How often?

How is meat delivered, well wrapped?

Does the city provide by ordinance for the regulation and inspection of slaughter houses and meat shops? Is the ordinance enforced?

#### *Groceries.*

Are the groceries and surroundings kept clean? Are the stores screened and the articles of food kept in covered receptacles or otherwise protected from dust?

Are the goods regularly inspected to guard against the sale of unfit food?

What regulation does the city impose on the grocery business?

What regulations and inspection for fruit and vegetable vendors who sell from the wagon?

#### *Ice Cream Parlors and Soda Fountains.*

Is the ice cream made in sanitary surroundings? Is fresh milk used? Is ice cream ever made over? How long is ice cream kept before sale or destruction?



Are all receptacles thoroughly washed and sterilized before using?

Are the flavorings used without harmful ingredients?

What regulation does the city impose on soda fountains and ice cream parlors, and on vendors of ice cream and ices from wagons?

#### *Hotels and Restaurants.*

Are all public eating places subjected to license?

Are the kitchens in which food is prepared kept clean?  
Are they screened against flies? Are the employees required to keep clean in body and habits? Are they inspected for contagious diseases?

Are all utensils and dishes thoroughly cleaned after using?

Are examinations made of the food served to guard against the use of decomposed or spoiled food?

What regulation and inspection of eating places does the city provide by ordinance and how well are the regulations enforced?

#### *Bakeries.*

Are bake shops kept clean, free from flies and dust? Are employees clean in person and habits? Are loaves protected against handling?

### III.

#### PUBLIC HEALTH (Continued.)

*Abatement of Nuisances. Collection and Disposal of Garbage, Sewage and Other Wastes. School Hygiene.*

##### *Abatement of Nuisances.*

The abatement of nuisances has been the traditional police activity of our cities in the domain of public health and is still an important part of the health activities of American cities to-day. But, as we have seen before, greater emphasis is being placed to-day on preventive rather than curative measures and the proper function of the city is therefore to prevent nuisances. If that is done effectively there will be little or nothing in the way of nuisances to abate.

Cities are generally given a rather broad power of defining and prohibiting nuisances, and although it is a matter of some difficulty to determine just what the legal limits of this power may be, it is safe to say that any act or omission which has a detrimental effect on the health of the community may be forbidden as a nuisance. We may therefore regard as nuisances all practices and conditions which may injuriously affect the public health and which are not specially considered under any of the other topics presented in the discussion of the public health of the city. Nor is it necessary for our purposes that we restrict ourselves to

acts or omissions of individuals, for the city itself may create nuisances through carelessness or ignorance.

If we consider first the duties of the city with regard to its own acts which may be injurious to public health, we find that the chief concern is the treatment of its property. So all public buildings should be kept in a sanitary condition and the care of the streets properly looked after. The proper paving of streets is not merely a matter that affects the beauty of the city and the convenience of traffic and transportation, it has also an important bearing on public health. Streets that are not properly paved cannot be kept clean, and streets that are not kept clean constitute a menace to public health because dirt and dust are breeding places for flies and carriers of disease germs. For that reason all streets should be well paved and thoroughly cleaned by the city if it is not to be guilty of itself permitting the existence of a nuisance. In this connection it may be well to mention that the city must guard its property, both buildings and streets, from being made the depositories of disease germs by expectoration. Finally public comfort stations are both a convenience to the public and an aid in keeping the city clean and sanitary.

After the buildings and property of the city itself, the next most important premises to be kept in a sanitary condition are those of persons or corporations that serve the general public. Among these would be included public carriers, theaters, churches, and stores. The most important public carriers are ordinarily the street railways. They should be required to keep the cars in clean condition and

should be protected by ordinances forbidding expectoration. Overcrowding of cars is not merely an inconvenience but a menace to public health and the companies should therefore be forbidden to permit it. The proper ventilation of cars and adequate heating in winter should be insisted upon also in the interests of public health. Other owners of carriers such as hacks, cabs, and jitneys should be required to keep the vehicles in sanitary condition by regular and thorough cleaning. Theaters are in need of regulation both in the interests of public safety as regards strength of construction and safeguards against fire, and in the interests of public morals as regards the character of exhibitions. But it is also important that they be regulated in the interests of public health, for ill ventilated, overcrowded theaters are sure places for spreading contagious diseases. Conditions are likely to be especially bad in the moving picture shows which are usually merely converted stores without either adequate light or air. Churches should also be controlled in the matter of ventilation, though they are not as frequently offenders against the requirements of public hygiene in this regard as are theaters. Stores are places of public resort and as such should be required to provide proper ventilation and sanitary conveniences not only for the employees but for the public as well.

In addition to these public and quasi public properties which may, if not properly regulated, constitute dangers to the public health there are many private properties and undertakings which are likely to become nuisances unless carefully watched. Factories may easily constitute a health

menace through their smoke, noise, and waste products. To guard against these dangers, factories should in the first place be restricted to definite districts, should be required to install smoke consuming devices if they use smoky fuel, and should be forbidden to make unnecessary noises in their business. Certain kinds of manufacturing processes, those which emit dangerous gases and vile odors, should not be permitted within the limits of the city at all. Another common source of unnecessary smoke and noise in the city are the railroads. These should be compelled to minimize both kinds of nuisances to the greatest possible extent.

Every property owner in the city whether it be used for residence or business purposes should be compelled to keep that property in such a condition that it cannot be the source of danger to the public health through the existence of nuisances thereon. So dirt and trash should not be allowed to accumulate. The keeping of animals should be subjected to strict regulations of a sanitary kind. Certain kinds of animals should not be permitted at all, such as pigs for instance, and others should be kept only in definite kinds of enclosures. The keeping of horses and cows must be carefully controlled in the interests of sanitary disposition of stable wastes, and the keeping of dogs and chickens should be regulated with particular reference to unnecessary noises, which are a common source of danger to health in the city. Rats, mice and vermin generally are carriers of disease and it should be made the duty of every house owner to take steps for their extermination. Mosquitoes are also carriers of disease and can be eliminated by the com-

bined effort of citizens and the public authorities. As mosquitoes can breed only in stagnant or quiet water the first care should be the destruction of breeding places by properly draining streets and lots. Where water pools cannot be drained they should be oiled during the mosquito breeding season. Cisterns should be covered and all receptacles in which water can collect, including rain pipes, should be kept dry. Finally vacant lots should be kept free from weeds which may become sources of danger to the public health. It is apparent, therefore, that for the effective care of the public health in the city it is necessary that every citizen become the guardian of the public health by avoiding acts on his part and conditions on his property which may threaten the public health. But it is the duty of the city to insist on such action by the citizens and to provide penalties for and enforce them against those persons who are neglectful of their obligations in this regard.

*Collection and Disposal of Sewage, Garbage, and Waste.* No city can be said to be properly caring for the health of its inhabitants if it does not provide a proper sewerage system. The days of nasty and dangerous dry closets and cess pools should be past for every city, no matter what its size, and the first care of the community which is developing from a village to a town or city should, after a proper water supply has been secured, be the building of a sewer system and the prohibition on any other form of sewage treatment. A good index therefore of the state of development of a city in sanitary matters may be found in the number of dry closets and cess pools to be found therein.

A sewerage system to be a good one should serve every house and building, should furnish free and compulsory service, should be adequate in size and proper in construction. Among the more important engineering aspects of the sewerage systems are the sufficiency of the grade for carrying off the sewage freely, and the proper ventilation of the sewers to get rid of the sewer gas without danger and annoyance to the inhabitants. The city should see that all plumbing in the houses is sanitary, especially in the matter of preventing gas from the sewer from entering the houses.

The disposal of the sewage by the city offers another important health problem. The mere dumping of the raw sewage into the nearest water stream which used to be the commonest method of getting rid of the city's waste, is or should be no longer permissible, in the interests of the health of other communities. Each city must therefore make proper disposal of its sewage in or near its own territory. The most satisfactory manner seems to be the use of septic tanks, separating out the sludge or solid matter to be dried and used in one of several ways, and the purification of the effluent or liquid matter by means of chemicals before turning it into water streams. The sewer system should not receive factory wastes, hospital sewage or sewage from houses where there are patients with typhoid fever or other communicable diseases of that nature, nor surface water. Factory wastes present special difficulties because of the chemicals contained, and manufacturing plants should therefore be required to make proper disposition of their own wastes. The sewage from contagious

wards in hospitals and from patients suffering from contagious diseases presents special danger. It should be required that such sewage be thoroughly disinfected before being turned into the sewer system. Surface drainage from the streets should be taken care of by special storm sewers distinct from the sewerage system proper. Otherwise in time of heavy rains the sewers will be unable to carry off the surface drainage and will back up the sewage into the houses, causing a serious menace to public health.

Garbage collection and disposal is another function of the city which has an important bearing on the public health. Property owners should be required to place the garbage from their premises in tightly closed receptacles convenient for collection by the city. The city should collect this garbage at least twice a week in order to prevent the decomposition of the food remains from becoming obnoxious. The collection should occur by means of covered wagons or carts so handled as to prevent the falling off of any garbage during transportation. As the dumping of garbage in open lots constitutes a serious nuisance to all surrounding property the garbage must be reduced to an innocuous condition. This can easily be done by means of modern reduction plants which permit some saleable products to be secured in the reduction process, such as oils and fuel bricks. Closely connected with garbage collection is the matter of collection of trash and other wastes, which like garbage become the breeding place for flies and centers of germ infection if allowed to accumulate.



*School Hygiene.*

School hygiene constitutes one of the most important of the proper health activities of the city for it devotes attention to the sanitary conditions under which the children of the community spend the greatest number of their waking hours. School hygiene therefore looks to the future health of the city as well as the present, for many children are injured in health by insanitary conditions in the schools and their vitality is weakened and with it their power of resistance to disease. The first point of importance is the provision of sanitary buildings. Many school buildings are insufficiently heated, poorly ventilated, without proper light and over crowded. Schools should furthermore be provided with proper play grounds, and with sanitary washing and toilet facilities. An important phase of school hygiene is the medical inspection of children. This is not merely to guard against the spread of contagious diseases which are almost always present in a body of school children, but chiefly to prevent the children from being injured by their school work. A large number of the children in our schools suffer from weak eyes without knowing it, and often cause irreparable damage to their eyesight by subjecting their eyes to undue strain. A medical examination of the children at regular intervals would prevent this as well as other ills of which the parents may know nothing. Defective hearing, extreme nervousness, adenoids, poor teeth, are all handicaps under which many children suffer without their parents knowing of it. The school inspection presents a convenient and valuable way of subjecting children to proper

examination and prescribing for their cure at the most favorable time. Instruction in personal hygiene should play an important part in the school curriculum from the earliest days, for the value of cleanliness is a lesson which cannot be too often instilled and which is too often neglected even in what are ordinarily called the better homes. It is generally felt, for instance, that sex hygiene, though eminently a subject to be taught the children by their parents, is in the great majority of cases not dealt with properly or at all and must therefore be handled in the school because of its fundamental relation to the future health of the children.

## QUESTION SHEET ON CHAPTER III.

*General Sanitary Conditions.*

Are the public buildings of the city kept in a sanitary condition? Is the rule against expectoration enforced? How often are rooms and corridors swept and scrubbed?

What proportion of streets are paved? How often are the paved streets cleaned. Are they swept, flushed? Are paved streets kept in good repair or are they full of holes where filth may accumulate? Are the unpaved streets sprinkled? Are they regularly leveled to prevent holes and ruts from forming?

Are side-walks kept clean? Is the rule against expectoration enforced? Are persons forbidden to throw trash on side walks? Are walks washed by city or property owners?

Does the city provide public comfort stations?

Are street cars kept clean, well ventilated, and heated in winter? Is the rule against expectoration enforced? Are other public conveyances required to be regularly and thoroughly cleansed? Are cars overcrowded?

What regulations exist with regard to ventilation of theaters and other public halls? Are they enforced?

Are factories required to provide smoke consumers? Do any factories in the city produce disagreeable or dangerous fumes or odors? Do they make noise audible to any distance from the grounds? Do factory whistles make unnecessary noise?

Do railway trains in the city emit considerable amounts of smoke? Do their bells and whistles seem to make undue noise?

What other noises disturb the quiet of the city unnecessarily; church bells, hucksters, newsboys, musicians, dogs, chickens or other animals?

Are other animals besides horses and cows kept in stables or barns in the city? How often is the manure removed? Is it screened against flies? Does the keeping of any such animals cause disagreeable odors in the vicinity?

Are house owners required to keep their premises free from rats, mice and filth eating vermin?

Are mosquitoes abundant? What steps are taken for their extermination? Does the city permit marshy undrained land in or near its territory? Are wells and cisterns required to be screened or oiled?

Are vacant lots kept free from rank weeds, trash and filth?

What provision do city ordinances make for the prevention of the above named nuisances and how effectively are they enforced?

*Collection and Disposal of Sewage, Garbage and Waste.*

Does the city own its sewerage system? What rates are charged? Is connection compulsory? How many houses are not served by the sewer system? Do they have dry closets or cess pools? What regulations does the city impose with regard to such closets and pools?

Does the city have a plumbing inspector? Must all plumbing be inspected by him before it is approved?

Do the sewers back up and overflow during heavy rains?

Is there any complaint of sewer gas? Are sewers flushed at regular intervals?

How does city dispose of its sewage?

What is done with wastes from contagious wards and infected persons elsewhere?

How often is garbage collected in the city? Is it placed in tightly covered receptacles by residents? Is it taken away in covered wagons?

What is done with garbage? Does it become obnoxious through being dumped on lots or burned in the open?

What provision does the city make for the collection and disposal of trash?

### *School Hygiene.*

What is the condition of the school buildings as to light and air, heat in winter, playground facilities, toilet and wash rooms?

Are school rooms overcrowded?

Are children examined for contagious diseases? Are they examined as to eye sight, hearing, adenoids and other defects?

Is a school nurse provided for the treatment of injuries and accidents occurring on the school grounds?

How much time is devoted to the teaching of personal hygiene?

What attempt is made to give instruction in sex hygiene?

#### IV.

##### PUBLIC HEALTH (Continued.)

##### *Treatment of Contagious Diseases. Care of the Sick. Organization and Powers of the Health Department.*

##### *Treatment of Contagious Diseases.*

The protection of the community against the spread of contagious diseases was the first development in public health work of cities, for the cities of the middle ages and the centuries following suffered incredibly from the ravages of the plague, cholera and other diseases of a like nature. To-day also the first care of the community after looking to the sanitary conditions within its territory is to prevent the introduction of contagious diseases from without. This is done by the establishment of a proper quarantine. As regards the protection in sea port cities against diseases brought by ship from other ports the matter of quarantine presents no great difficulties. But in the case of inland cities it is a much more difficult task to prevent the introduction of dangerous diseases by passengers who come by rail or other conveyances. The most that can be done in such cases is to keep careful note of the appearance of epidemics of dangerous diseases in nearby cities or in places located on the main lines of travel and to institute inspection and quarantine with regard to persons coming

from centers of infection. Adequate protection against such dangers can, however, be secured only through the efficient work of the state and federal health authorities co-operating to prevent the carrying of communicable diseases from one portion of the state to another, or from one state into another.

If it is true that the establishment of adequate protection against the introduction of contagious diseases from without presents problems that are beyond the power of the city to solve alone, the prevention of the spread of such diseases within the city is quite within the possibilities of municipal achievement. The first step in such prevention must be the establishment and enforcement of a duty of notification. Every case of a communicable disease or of death from such a disease, or of a suspected case should be notified to the health authorities of the city. The primary duty of notification should of course rest on the physician in attendance. If there is no physician in attendance then the head of the house and every person engaged in the treatment and care of the patient should be charged with the duty of notification. The list of diseases concerning which notification should be required should be published by the health department and should include among others typhoid fever, typhus, cholera, plague, yellow fever, small pox, dyptheria, scarlet fever, measles, mumps, chicken pox, whooping cough, tuberculosis, etc.

Upon receiving the required notification the health department should at once investigate the case and if it finds a case of contagious disease exists or that there is reasona-

ble suspicion of its existence, the proper protective measures should be instituted. These would, of course, vary with the nature of the disease but would usually comprise the isolation of the patient either in a contagious ward of a hospital or in a room if treated at home with a proper placard on the house to prevent the admission and exposure of other persons. In certain cases the protective measures would include the isolation and treatment by vaccination or other serum of all persons known to have been exposed to infection by the patient. It is not possible to enter into the details of procedure demanded by each of the various diseases that were enumerated and others that might be mentioned. Those are matters of a technical nature which the health department must handle, but it is important to point out here that the health authorities must be given large powers of immediate action even to the extent of abridging the individual's liberty of motion and of destroying clothing and other property when necessary to prevent spread of a disease. Obviously also it is the duty of the health department to make careful investigation into the history of each case in order to determine if possible the original source of infection.

Some of the commonest means whereby contagious diseases are spread about in a city have already been mentioned, such as contaminated water, milk, and other articles of food, as well as schools, ill ventilated theaters and halls, expectoration in public places, etc. Certain others should be enumerated here because they would not come under any of the other topics under the head of public health.



Perhaps most important among these others should be mentioned barber shops, laundries, and public drinking and washing places. Barber shops, as is well known, are frequently the means of spreading various kinds of skin diseases and even more loathsome diseases if proper sanitary precautions are not observed. Such precautions should include the sterilization of all materials brought in direct contact with the skin, particularly razors, brushes and towels and the shaving mugs used, as well as the barbers' hands, after serving each customer. The barbers themselves should be subjected to regular examination for the detection of diseases capable of being communicated by the touch or the breath. Laundries are frequently centers of infection for contagious diseases as clothes from diseased persons or employees affected with communicable diseases can easily be transmitted to all the patrons of the laundry through contact with clothes washed under improper conditions. Disinfection of the receptacles, separate treatment of each customer's clothes, and the medical inspection of the employees will eliminate much of the danger from this source. Finally the use of common towels in public wash places and the use of common drinking cups in public drinking places is responsible for the spread of some of the most dangerous and loathsome of communicable diseases. No such towels or drinking cups should be permitted within the city, for it is a simple matter to provide both individual towels and individual drinking cups wherever either of the articles are used.

*Care of the Sick.*

Closely connected with the matter of handling contagious diseases is the problem of providing medical care for the poor and indigent. In one respect such action by the city could better be considered from the point of view of social welfare activities, but as the failure to provide proper medical care in the case of communicable diseases is certain to defeat in a measure the safeguards provided against the spread of such diseases, and as in any event the lack of proper medical treatment in the case of other diseases increases the amount of sickness in the community and raises the death rate, it is not illogical to treat of these matters also under the head of public health. There should, therefore, be a city hospital with a contagious ward in which all cases that cannot be properly treated in the home and are unable to go to a private hospital can be taken care of at a minimum of expense, or if need be free. One or more city physicians should be provided for the treatment of such indigent cases whether at home or in the hospital and visiting nurses should be provided who could go into the homes where ignorance and dirt interfere with proper living and the treatment of minor ills, particularly childrens' diseases, and eradicate much sickness and suffering by a little welltimed information and help. Particularly is it true in the case of childbirth that ignorance of the fundamentals of proper action result in misery and loss of life to mothers and babies alike. Much of the blindness in the world could be prevented by a simple precaution taken at child birth in the matter of washing the infants' eyes with a proper solution. Midwives should not be permitted to

practice their profession without a proper certificate of competence, as much suffering is caused through their lack of scientific training. The production of strong healthy children and the preservation of the health of the mothers is obviously a most fundamental if not the most fundamental concern of the community and no money wisely spent in that direction can be considered as diverted from a better use.

*Organization and Powers of the City Health Department.*

The brief survey in this and the preceeding chapters of the proper scope of the health activities of the city, though inadequate to show the full content and importance of that function has been extensive enough to make clear that a well developed and directed health department is a fundamental need of every city. The size and to some extent the structure of the health department will vary with the size and somewhat also with the character of each particular city, but the fundamental needs are the same everywhere. These fundamentals may be briefly stated as including a separate department of the city administration under the direction of an expert in public health with full executive powers. Associated with him in an advisory capacity there should be a board consisting of physicians and laymen for the discussion of the general policies and plans of the health department, but having neither legislative nor executive authority. The whole subject of the public health should be regulated by a comprehensive code imposing duties and providing penalties, but large powers of discretion to act in emergency cases must be left to the health officers. Under

the health officer there should be bureau chiefs in charge of the various branches of the public health work, the number of bureaus depending on the size of the city. Below these bureau chiefs should be the city physician or physicians and the corps of inspectors and other employees all appointed governed and removed by the health officer under proper civil service merit rules and regulations. The number of employees should of course depend also on the size of the city in population and area, but that number should be adequate to permit of a rigid system of inspection in all matters enumerated in the code.

A full time professional health officer is so important a need for every city that only the very smallest cities could afford to be without one, and every incorporated urban community no matter how small has important health problems which should receive the attention of some responsible person, even if it be only a physician who devotes a portion of his time to the work. In this connection it is important to point out that the successful solution of the health problems of the city can be hoped for in complete measure only when and to the extent that each citizen considers himself a vital part of the health department both in bringing to the attention of the health authorities violations of the rules and principles of public hygiene by others and also in avoiding such violations himself and doing all he can irrespective of laws to aid in the preservation of the public health. It must be remembered, however, that a large portion of the danger to public health arises not through conscious violation of the law, nor even through inadvertance or carelessness, but rather through downright ignorance of the

underlying principles of public health. It becomes, therefore, one of the most important of the duties of the health department to disseminate as widely as possible among the inhabitants of the city information on such matters. This can be effectively done through bulletins and pamphlet literature, through public health exhibits, and through public illustrated lectures, as well as by proper instruction in the schools already referred to in another place. This work is of course in its nature educative in a general way also, but because of its intimate connection with the preservation and improvement of sanitary conditions in the city it belongs to the scope of work of the health department rather than to that of the education department whose activities will be considered in a later chapter.

Of the greatest importance for the proper examination of the sanitary conditions of every city are the vital statistics including records of births, marriages, deaths, with causes, age of deceased, etc., and records of all contagious diseases. Without such statistics the health department is wholly unable to know where unnecessary loss of life occurs or avoidable dangers to health exist. It is therefore the duty of the city to insist that all such records shall be accurately kept, either by the police or health departments.

## QUESTION SHEET ON CHAPTER IV.

*Treatment of Contagious Diseases.*

What provisions are made for notification of contagious diseases or of suspicious cases, and are they enforced?

What measures are adopted for protecting other persons from danger of contracting such diseases; vaccination, other anti-toxins? Must infected houses bear official placards of the existence of a dangerous disease? How is such a regulation enforced?

Have health authorities adequate power to compel isolation?

Have health authorities power to compel fumigation of rooms and dwellings and to destroy infected clothing when necessary?

Must barber shops procure a license based on evidence of a knowledge of the sanitary requirements of the trade?

Is compliance with such sanitary principles insisted upon by means of regular inspection?

Are laundries subjected to any sanitary regulations? Are these enforced? What is the sanitary condition in laundries with regard to the possibility of transmitting contagious diseases brought in by other clothes or from which the employees suffer?

Are common towels permitted in public wash rooms of hotels, theaters, saloons, and stores?

Are public drinking cups permitted in these same or other places?

*Care of the Sick.*

Has the city a hospital with a contagious ward? What care is furnished there and at what prices?

Is there a city physician to respond to calls from homes which cannot pay a private physician? How many such calls does each physician answer per day or week?

Does the city provide visiting nurses to look after expectant mothers among the poorer people?

Is the practice of mid-wives conditioned upon a proper amount of training? Is there a lying-in ward in the city hospital?

*Organization of the Health Department.*

Is there a full time professional health officer in charge of a separate department of health in the city?

Does he have broad executive powers and powers of summary action in emergency cases?

Is there a comprehensive health code for the city? When was it enacted and how often has it been amended within recent years?

What educative measures does the health department adopt for the diffusion of sanitary science?

Are vital statistics, that is, birth, death and marriage records, records of all contagious and infectious diseases kept by the city?

## V.

### PUBLIC SAFETY.

One of the most fundamental obligations of every government, whether state or local, is the protection of its citizens against danger to their persons and property, either from persons, animals or inanimate objects. This general function is commonly called the police function of government, and the power of the government to perform this function is known as the police power. This police function in its largest sense includes a good many activities which are not in this country ordinarily entrusted to that branch of the administrative service in cities known as the police force, for in its wider sense it includes the protection of the public safety, health and morals, and the general social welfare. As the activities under the police function which deal with public health, morals, and social welfare respectively are important enough to warrant individual consideration in other chapters, this chapter will deal only with the two aspects of public safety included in the terms police protection and fire protection.

The police function, in its narrower sense, that is, the function of the police force of the city in preventing and detecting violations of the law and bringing the offenders to justice, presents one of the most difficult problems of city administration. Inefficiency and corruption are probably



more common in connection with the police department of our American cities, large and small alike, though to a more noticeable degree in the large cities, than in any other department. Various causes might be assigned for this condition of affairs, chief among them perhaps the general disrespect for the law and its enforcement, which is characteristic of Americans as a whole, as also the tendency of a portion of our inhabitants to impose their own moral standards with regard to Sunday activities, saloons, and the social evil on the community as a whole, and to expect the police department to enforce such enactments when a large portion of the community is not in sympathy, or at least not in active sympathy, with the enactments in question. Whatever the influence of these and other causes, may be, the situation undoubtedly reflects great discredit on our American city police as a whole. But there are certain considerations to be kept in mind with regard to any police force by which may be judged the efficiency of that force.

In the first place, since the primary duty of the police force is to prevent violations of the law and particularly the more serious crimes against the person and property, the patrol force must be large enough to cover the territory of the city with sufficient thoroughness to make the commission of serious crimes like murder, robbery, burglary, arson and others of a like nature extremely difficult without great danger of detection. For that purpose the city should be divided up into districts or beats, for each of which there should be provided an officer to do continuous patrol duty covering the entire beat at frequent intervals,

say every half hour. Of course, during the night the force should be larger and the beats smaller, as the need of protection is greater. In order to insure the performance of the patrol duty by the policemen they should be required to report regularly from various points on their beat to headquarters. This primary function of the police force can best be checked up by an examination of the number of crimes that are committed in the city and the number in which the criminals escape. Any considerable number of such unapprehended crimes would show either that the force was inadequate in number or inefficient in the performance of their duty, or both. The inadequacy in number could easily be discovered by an examination of the amount of territory to be covered by each policeman, inefficiency in the performance of the patrol duty could be easily determined by observing whether or not the policemen in the various beats cover the territory assigned to them regularly in the time allowed. The presence of policemen in saloons, pool rooms and other amusement places, except in the performance of some assigned duty, could also easily be discovered by observation.

The importance of adequate street lighting as a factor in making police protection adequate at night would seem to be too obvious for mention were it not for the fact that in many places the prime function of street lighting seems to be regarded as ornamental rather than as protective. It is for this reason that the tendency of many cities, particularly the smaller ones, to have a few of the main business streets brilliantly lighted in imitation of the "great white way," while the great majority of the streets are but imperfectly

lighted, if at all, is greatly to be deplored from the point of view of public safety, at any rate. The first care of a city in the matter of lighting should be to make all streets reasonably light at night from the point of view of detecting and apprehending wrongdoers, as well as to guard against danger from missteps or collisions with objects or persons in the dark. When that is accomplished it is time enough to plan for brilliant illumination along the main thoroughfares where the protective feature of lighting is not nearly as important as it is in the less frequented portions of the city.

Aside from the prevention of crimes and the apprehension of criminals the police force has other duties to perform in the interests of public safety. Among these may be mentioned the dispersion of mobs and suppression of riots, the enforcement of traffic regulations, particularly as to the speed of vehicles and the ordering of traffic at street crossings, preventing injury to bystanders at fires, first aid to the injured, and emergency measures in case of flood or other calamity. In all these cases the efficiency of the police in the performance of these functions can best be measured by the number of accidents and injuries resulting from inadequate regulations and provisions for these various contingencies.

It is of particular importance in connection with the police department that the selection and government of the personnel of the force be put on a merit basis and taken out of politics. For not only is the character of the duties to be performed by the police force such as to demand men of high character and sterling merit due not merely to the

dangerous nature of their work, but also to the inevitable temptations in the way of bribes offered to acquire immunity from interference with illegal activities or to avoid arrest or prosecution. But proper selection is of great importance also because the parties that profit by immunity from punishment for violating the laws can bring enormous political pressure to bear on the department heads in their interest, and these in turn can instruct their subordinates on pain of dismissal to follow instructions with regard to the immunity of such parties. An honest policeman under such circumstances is in the dilemma of either acting illegally himself under instructions from above or of being ousted from the service. Security of tenure and protection against removal except for neglect of duty become, therefore, absolute essentials to an efficient police force.

Fire protection in the city presents two pretty distinct phases. One is the matter of fire prevention, the other the problem of fighting fires when they do occur. In both of these aspects the function of fire protection is one branch of the police activity of the city in protecting its citizens against loss of life and property, though the primary source of danger in this latter case is not conscious human action as in the other case, but rather of elements which may or may not be let loose by human acts. In discussing the prevention of crime, it was seen, the only measures that were considered among the functions of the police department were the actual interference with criminal acts about to be performed, with, of course, also the consequent deterrent effect of almost certain apprehension in case of attempted or accomplished crime. The prevention of crime in an

ulterior sense, that is the remedying of conditions that lead to the production of criminals and the commission of crimes are matters for sociological and economic legislation, not for the police department of the city. In the case of fire prevention, however, the remedying of conditions that are dangerous from the point of view of the origin and spread of fire and the injury to persons and destruction of life when fire does occur are much simpler problems and can very well be entrusted to the department of public safety, either in the regular police division or in the fire division.

Every city should therefore have a fire code for the purpose of prohibiting conditions that are dangerous from this point of view. For many purposes this would be in the building code, covering such matters as the determination of fire limits within which the buildings must not be of wood and must have certain kinds of roofing, the fireproof construction of all theaters, factories and other public or quasi-public buildings, provisions for fire escapes on all such buildings, as well as requirements that doors open outward, aisles be not obstructed, etc. The inspection and approval of electric wiring in all buildings should be among the requirements of such a code and the provision of fire extinguishers in all buildings intended to be used for assemblies of considerable numbers of people. Prohibitions on the manufacture of dangerous explosives within city limits, special regulations concerning the storing of explosives, particularly of gasoline and of fireworks, and the exclusion of garage and other wastes comprising explosive materials from the city's sewers should all be demanded by the fire code. Finally may be mentioned regulations concerning the

accumulation of inflammable wastes in or near stores or other buildings, such as paper, excelsior, and boxes. The enforcement of all these regulations may be entrusted to the regular police branch of the public safety forces, or better still, to special fire inspectors under the supervision of the fire protection branch.

The work of fire prevention is an important part of the work of fire protection, for it has frequently been shown that the great majority of fires that occur in this country are easily preventable and would not have occurred if such regulations as those enumerated above had been enacted and enforced. The economic waste from preventable fires runs into millions of dollars each year, not even counting the high insurance rates which are the result of the big fire risk caused by the neglect of our cities to enact and enforce proper fire codes. But even when fire regulations have been properly passed and enforced there will still be a need of fire fighting forces to deal with unpreventable fires. To do this effectively a city fire department needs a sufficient number of men and adequate apparatus to answer all calls rapidly and to work to the best advantage when on the ground. Small cities frequently make the mistake of trying to save money by relying on volunteer fire departments instead of having full time paid forces. Every city that feels it cannot afford to pay for a professional force would do well to make an examination of the annual fire loss due to the inevitable delay and general inefficiency of a volunteer department and add to that the higher insurance rates paid as a result of the inefficient service. Then on comparing the totals so obtained with the annual cost of a good professional de-

partment many cities that now are content with the old method in the thought that it is cheaper will be inclined to change to the modern and only apparently more expensive method.

The number of stations and the number of men required in each station will of course vary with the size of the city and the effectiveness of its preventive measures, but the number and character of the fires in an average year will give a good indication of the number of men and stations needed for adequate fire fighting. A volunteer force supplementary to the regular force for use in case of emergencies or where a fire had spread beyond the possibility of control would of course be a good precautionary measure, though the regular police force should be available for such service and indeed every citizen in the community be liable to service when an emergency arises as he is in the case of the hue and cry being raised or in the ordinary apprehension of criminals. But for all ordinary service the regular paid department should be adequate.

In the matter of fire fighting equipment technical improvements are continually being made of which cities should take advantage. Just as the steam fire engine drawn by horses supplanted the hand chemical engines, drawn by men which had themselves superseded the bucket brigades, so today the motor power engine is everywhere superseding the horse drawn vehicles. These motor engines are superior in every way to the old system of horse drawn vehicles for they are more rapidly got into motion when an alarm is received, make better time on the way to the fire and yet are less dangerous to traffic, and present a simpler problem

of upkeep. Of course a fundamental need of an efficient fire department is a plentiful supply of water under sufficient pressure to reach the highest buildings in the city and for ready availability the city should have fire hydrants at frequent intervals. These water facilities are also desirable and available for street flushing purposes, which we have already seen to be a part of the city's proper function in the preservation of the public health. Finally, a system of electric fire alarm boxes is a necessary part of an efficient fire fighting equipment as soon as a city is of sufficient size to result in serious loss of time in the process of conveying the information of the location of a fire to the department.



## QUESTION SHEET ON PUBLIC SAFETY.

*Police Protection.*

How many policemen are there on the city's force? How many are on duty during the day, how many at night?

How many miles of streets are there in the city?

Do the patrolmen have regular beats? How large are the beats? How long does it take to cover them?

How effectively do the policemen cover their beats? What method is provided for inspecting the performance of this duty?

How many crimes against person and property were reported during the last six months or year? In how many cases were criminals apprehended?

How many accidents occurred as a result of careless or reckless driving of vehicles during the last six months? In how many cases were the offenders arrested and persecuted?

How are the members of the police force appointed, how removed?

What records of police activity are kept by the city?

Are the streets sufficiently well lighted to make the detection and apprehension of criminals reasonably possible by the policeman on his beat?

Does the city have a paid fire department? How many men does it include?

Does the city have a building or fire code? Does it provide fire limits, regulations governing the construction of buildings, especially public halls, factories and work shops, inspection and approval of wiring, storing of explosive and inflammable material?

How many fires were reported during the last month? How many of these were due to defective construction or careless handling of inflammable products?

How long does it take the department to respond to an alarm?

What kind of equipment does the department use?

How many fires occurred in which the loss was total instead of partial because of delay in responding to the alarm or because the force or apparatus was not adequate to meet the situation?

What is the fire insurance rate in the city and how does it compare with that in other cities?

## VI.

### PUBLIC EDUCATION.

The obligation of the body politic to provide public means of education for its citizens, both for their welfare and for its own preservation and advancement has long been recognized. That this function was properly one to be fulfilled by units of local government corresponding to the areas to be served by the educational opportunities offered has also long been accepted, and in the urban districts this unit was naturally the city government. So for a good many generations back, both in this country and abroad, we find the city governments charged with the duty of providing at least an elementary education for its inhabitants out of the public treasury. It is true that in this country, because of the generally unsatisfactory conditions of municipal politics and because of the immediate personal interest of a large portion of the community in as good a public school system as possible, it has been customary to entrust the management of the public schools to special boards separate from the governing body of the city. But even where that is the case the local school area corresponds in the case of cities to the area of the city itself, includes the same persons and imposes burdens on the same property in the way of taxation, the function of raising the necessary funds indeed being usually in the hands of the city government even when the management of the funds rais-

ed is not within the jurisdiction of the city governmental authorities. However that may be, the fact remains that the provision of adequate educational facilities is a local problem for which the inhabitants of the city have a right to demand a satisfactory solution, whether they happen to address that demand to the city council, to the mayor, or to the school board.

The provision of elementary education is unquestionably the fundamental educational need of the community and if conditions were as they should be every child in the community would be assured of the opportunity of receiving free of charge a thorough schooling for at least eight years under the best possible conditions. These conditions include an adequate and efficient teaching staff, a proper course of training, and buildings properly adapted to their purposes. The number of teachers should be sufficiently large to permit of individual attention to the pupils in small classes, preferably not over twenty to twenty-five in a room. The qualifications of teachers in the way of general education and special training for their particular kind of work should be of the highest standard and the salaries should be sufficient to attract teachers of first rate ability. The course of study should be modeled along the approved modern lines seeking as far as possible not merely to train the memory powers of the child, but also and more especially its powers of observation and reasoning. In addition, moreover, to developing the child's mental faculties, equal importance should be attached to developing his body and his moral nature. For both of these purposes the scientific direction of the child's play becomes as important as the

proper cultivation of his mind. Exercise strengthens the body and games should be used to teach him self control and ideals of sportsmanship. Simultaneously with the development of the child in learning to appreciate the beautiful in nature, art, and music, should occur the realization of the good. Of particular importance to the community are the inculcation of proper civic ideals and the awakening of a social consciousness in the child during his early years. It is a matter of common knowledge that many of the evils of our American political life are due directly to a lack of such social consciousness on the part of a very large proportion of the citizenship. A system of education by the body politic which fails to teach its youth proper respect and regard for that body politic and a willingness to subject the individual interest to the community interest is obviously a short sighted and unfortunate policy.

The most important considerations with regard to the school buildings themselves have already been mentioned in connection with the question of public health, for their most usual defects are in that regard, particularly overcrowding and poor ventilation, light, and heating. The importance of proper play grounds, indoor gymnasium facilities, wash rooms and lunch room facilities are among the more important things to be kept in mind with regard to the physical plant of the public school system.

One important consideration with regard to the general problem of the curriculum or course of study is the matter of vocational education. The ordinary elementary education as now offered in the public schools is intended to be liberal or cultural in character, that is, to increase the gen-

eral level of information and intelligence of the child to enable him to get more out of life and to become a more valuable member of society. It does not look, however, to the training of the children for following some specific means of getting a livelihood when they cease to be merely consumers and become also producers in the economy of the state. It is now generally recognized, however, that the government( and we have seen that in matters of elementary public education this means the community comprising the city) should even in the first eight years of schooling offer opportunities for training in some particular trade, that is, vocational training in conjunction with the liberal or cultural training offered. The need for training arises from the fact that the very great majority of children after having received the eight years of elementary training, and that should be compulsory by state law, do not go on with further schooling, but instead enter into the world's producing activities in some form or another, frequently, it is true, from choice, but more often from economic necessity. Now these children, though better equipped for the struggle for existence by reason of their eight years of general or cultural training, are nevertheless not as well fitted for productive work as they would be under a system of vocational education. In this respect European countries, especially Germany, are far in advance of the United States, tho educators in this country are favoring this development here and some progress has already been made. A modern public school system should therefore give careful attention to this problem.

We have seen that the provision of elementary education

is the primary duty of the city and that all children should be required to take advantage of such opportunities. But the community should not stop there. Secondary or high school education should be offered also for all those who are able and willing to continue their schooling beyond the required period. Here again two distinct purposes should be kept in mind, namely the general cultural purpose and preparation for college, and the vocational purpose or training for earning a livelihood in some trade or business upon leaving the high school. It is not essential and perhaps not even desirable that the two kinds of training be made absolutely distinct and carried on in different buildings. Indeed, considerations of economy and expediency rather point in certain circumstances to the advisability of a strong correlation and interrelation of the two kinds of training. But in any case every city should have one or more high schools sufficient in size and equipment to extend to all the youth of the city who care to take advantage of the opportunities, either or both kinds of courses. It may be said in passing that cities have not even stopped with secondary education in their efforts to afford to their inhabitants the best possible educational facilities. There are instances already, and the number seems to be increasing, of cities offering college and professional courses in municipal institutions. But as the cost of such institutions and the relatively small proportion of the citizens who can take advantage of such opportunities when offered makes the expense to the city a very large one, it is a field of educational activity that none but the larger and wealthier cities can hope to undertake.

One mistake in the usual arrangement of the school year

is the long summer vacation. This plan of a three months' break during the summer has little except tradition to recommend it. From the childrens' point of view it is too long because it results in their forgetting a great part of what they have learned before the opening of the new year whereas a shorter vacation would enable them to refresh their memories by connecting up their new studies with what has gone before, before the lapse of time had let it all but completely escape. Furthermore, the children do not need such a long rest and are likely to become a nuisance to their parents and the community and a bore to themselves before the vacation is half over. From the point of view of economy in school administration it is of course unwise to have the school plant lie idle for one fourth of the year when it might be fulfilling its valuable purpose for much more of the time. The teachers, it is true, would suffer from a change in this regard but they should receive proportionately greater compensation for the additional time required. A month during the hottest part of the summer would seem to be all the vacation that should be given at one time, though the Christmas and spring vacations could then be advantageously lengthened a certain amount.

We have considered so far merely the provision of educational facilities for the city's children, and that is of course the logical and sensible place to begin. At the same time it will not do to forget that of the large working population of each city, including not only men and women but also children beyond the primary school age, there are a great many who never had in their early childhood the op-



portunities which we have described as being the city's duty to offer. The education of this large class of persons is of even more immediate importance to the city than is the training of the children whose influence in the city's life will not be felt until the following generation. But these unfortunate adults and youths are wage earners and are therefore unable to take advantage of the regular day school. Their only chance for educational advancement is in the possibility of attending night classes. Obviously too, the methods of teaching and the educational problem presented in dealing with adults who are at work all day and have no time for study except during a few hours at night must be different from the general problem of primary education considered above. A different corps of teachers would therefore be required as well as different text books and other means of instruction. In fact about the only facilities that could be used in both cases are the school buildings themselves. A system of night classes for adults, therefore, requires the expenditure of considerable additional money, but it is unquestionably worth while. Theoretically it is true that if beginning with the present generation of children every child in the city were compelled to receive the elementary education provided, and if there were no immigration to the city of illiterate and uneducated persons from outside the city, the need for adult training would last only one generation. But these are big "ifs" and do not affect the present problem anyway.

So far we have been considering the commonest methods of education namely the schools, elementary and secondary, day and night. There are however other important edu-

cational agencies which are too often neglected in our cities even when the schools are pretty well taken care of. Chief among these may be mentioned public libraries and reading rooms. It is true that in recent years the Carnegie library movement has enormously increased the facilities in this regard in American cities, and that in this particular the cities of this country are distinctly in advance of the average European city. At the same time the full possibilities of these libraries as educational factors have in a great many cases not been adequately realized. In many places their chief function has apparently been to furnish free opportunities for reading light fiction to the more or less well to do element in the community. The persons most in need of the educational opportunities, namely the working classes, have not profited as they should. This has been true sometimes because the libraries were kept open during the working day and closed at night the only time when workmen could use them, sometimes because no conscious effort was made to induce poorer people to use the reading rooms irrespective of the shabbiness of the clothes they might have to wear, and sometimes because no effort has been made to direct the reading of persons of that class who were desirous of reading books of direct bearing on their activities and conditions of life. Furthermore, the location of the public library near the business center of the city and a considerable distance from the workingmen's quarter has discouraged the use of the building even when kept open at night because the effort of walking to the library and the expense of riding were alike too great. It is true that this difficulty has in many places been met by the establishment of branch

libraries and reading rooms in various sections of the city. But this increases the expense of the library very considerably by necessitating the building or renting of other buildings and in the smaller cities would for that reason seem impossible. There is, however, an obvious solution of the difficulty which is now being resorted to in various places with considerable success. That is the plan of making every public school building at the same time a public library. The advantages of this scheme are many and obvious. In the first place, school buildings are or should be conveniently accessible to all and would therefore bring the public library within reach of every citizen. In the second place the expense of building new buildings or renting rooms would be done away with and the costly school plants ordinarily in use but a third of the twenty-four hours in the day would be engaged in serving educational ends a much longer time. The money which it costs to erect and maintain and manage an elaborate public library building with branch libraries and reading rooms could then be used to much better advantage from an educational point of view in equipping and running these public school libraries.

In addition to public libraries we may mention as important educational and also recreational agencies museums and botanical and zo-ological gardens. Natural history and art museums can be made to have a very significant function in training the scientific and aesthetic tastes of the public and every city should make use of them even if it be only on a very small scale. Zoological and botanical gardens are especially valuable as they combine with the educa-

tional features the advantages of public parks in a recreational way. Here also it would be well to make use so far as possible of facilities in the way of buildings and grounds offered by the school plant, particularly in the matter of museums, though small botanical gardens might advantageously be maintained adjacent to some of the school buildings. Finally the value of free public lectures in the field of education should not be overlooked. Here again a happy combination of education and recreation can be effected, for especially by the use of moving pictures it is now possible to teach a great deal of geography, natural history, and science in general in a most interesting and valuable manner. The school buildings here also offer the most advantageous and natural localities for such lectures and thus we see that almost the entire educational activity of the city in all its varied aspects can be centered about the permanent school plant with relatively little additional cost and with greater effect. The reflex effect in the willingness of the tax payers to support the school system when they see how fully and effectively its equipment is employed must also be reckoned among the educational gains to be realized by such a plan.

Closely related to public lectures in purpose is the provision of free concerts in the parks during fair weather or in municipal auditoriums in separate buildings or better still in the various school buildings. Such concerts should be conducted with a view to the educational value of the music offered as well as to its popularity.

**QUESTION SHEET ON PUBLIC EDUCATION**

How many children between the ages of six and fourteen years are not in the public schools? Is attendance compulsory and if so how is it enforced?

Is the school board a separate body or is it responsible to the mayor or council of the city? Does the school board have independent taxing power?

How many children can properly be taken care of in the primary or grade schools? How large are the classes?

How many hours of work are expected of the teachers? What training is demanded? How are they appointed? What salary do they receive? How do the salaries compare with what such teachers could earn in business?

What attempts are made to adapt the instruction to individual needs of the children? Are the children examined as to their normality? What is done with or for abnormal or subnormal children?

Are children given regular instruction in physical training? How much time is allowed for intervals of play? Is there a supervisor or director of athletics?

What instruction is offered in ethics, that is in the principles of right and wrong? What training is offered in citizenship or social ethics?

What attention is paid to music and art in the course of study?

Are the school buildings made as attractive as possible in architecture, interior facilities and general beauty and cleanliness of surroundings?

Is any vocational instruction offered in the primary or grade schools?

Does the city support an adequate number of secondary or high schools?

What is the condition in these schools as to overcrowding, condition of buildings and grounds, training and salary of teachers, etc.?

What vocational training is offered in the secondary schools?

Are night classes conducted in the city schools offering instruction to adults and others unable to attend the day schools? What effort is made to induce the persons who might profit thereby to come to these classes?

What facilities are offered in the city in the way of public libraries and reading rooms?

During what hours of the day is the library open? To what extent do working men and women use the library? Are special facilities in the way of appropriate books for that class of readers provided and what steps are taken to acquaint them with such facilities? How are the library and reading rooms located with regard to the homes of the laboring class?

Would the school buildings offer conveniently located reading rooms for that class of readers?

What natural history or art exhibits does the city maintain? Does it use its parks as botanical gardens? Does it maintain a zoological garden?

Does the city or the school authority offer free public lectures on subjects of interest and value?

Does the city provide for free concerts in parks or public buildings?

## VII.

### PUBLIC MORALS.

The city is frequently denounced as a hot bed of sin and iniquity where the morally deficient are confirmed in wrong doing and where the innocent are led astray. This wholesale denunciation of the morality of city dwellers is grossly exaggerated and not in accordance with the real facts. Indeed it has been suggested that the supposed inferiority of the city as compared with the country in this respect has its basis if not wholly at least largely in prejudice and that the morality of the city dweller is as high as that of his country cousin, or even higher if this latter is to be judged from the way he acts when he comes to the city away from embarrassing acquaintances. However that may be as matter of relative morality, it needs little proof to show that moral conditions in the city are not all that they might be and that in many respects they are little short of scandalous. An examination into the reason for this condition of things would seem to show that the chief explanation for the open violation of morality, used here in the sense of ordinary decency, lies in the fact that its encouragement and promotion prove very profitable sources of income to persons who want to use them. In fact if we consider the places of worst repute in the matter of offending against the public morals such as cheap theatres and other exhibitions, saloons, dance halls and houses of prostitution they are all most profitable kinds



of investments from a pecuniary point of view. As the element of profit from all these sources arises, moreover, out of the congestion of population in the city it not only gives the city the right but imposes upon it the duty of preventing as far as possible the pursuit of these undertakings to the detriment of the general moral tone of the community.

Now the question as to how far the city, or any other governmental agency should attempt to impress and enforce moral standards upon its citizens is a most difficult one. A very practical consideration arises immediately from the fact that any attempt to set up a standard of right and wrong by law which does not appeal to the moral sense of a considerable portion of the community is simply unenforceable. Not only, however, is such a law unenforced and therefore useless but its reflex moral effect on the community is worse than if it had never been passed, for it paves the way for corruption in the police force in the way of selling exemptions and leads to that general contempt for all law which is said to be characteristic of the average American. Careful students of this subject have attributed both the wide spread corruption in our police and prosecuting machinery and the general disregard for law to this attempt on the part of active minorities or even small majorities to impose their moral standards on a large passive or hostile portion of the community. The first consideration then to be kept in mind with regard to morals legislation is that there should be a strong general sentiment in the community against the evil attacked by law. Obviously this does not mean that

every citizen should be convinced of the evil in question or even that only a very few should be of different opinion. It does mean, however, that there should be a very substantial agreement on the part of the higher and more influential class of the citizens, amounting to a strong majority of the effective community opinion as a whole that the evil in question is an evil and should be remedied. Now it may be asked how is the moral condition of our cities to be improved if legislation is always to lag behind active public opinion. To this it must be answered that it is the function of moral teaching in the homes the schools and the churches to raise the moral standards of the community to the point that there be a strong majority sentiment against a given evil. Then and only then should legislation be attempted, for to attempt it before such a stage has been reached does more harm than good, as experience has repeatedly demonstrated.

It is clear that the question of morals legislation must in large measure be a purely local question to be determined by the state of local public opinion, for communities vary enormously in the standards of conduct to which they adhere. A good illustration may be seen in the matter of Sunday quiet. Laws enforcing the quiet observance of the Sabbath which are successfully enforced in many a New England town and village break down when tried in a cosmopolitan city like New York or Chicago. It is for this reason also that state legislation with regard to many moral or quasi-moral questions is so dangerous and largely unsuccessful. It is a matter of common knowledge for instance that a state prohibition law is almost sure to be a dead letter in a city in which a majority of the community do not

believe in prohibition. Must we then say that since the standards of public morals vary for each city there are no tests to determine whether a city is doing its duty in this regard except by an examination of local opinion? No. There are certain questions about which there is such a general if not indeed universal consensus of opinion that we may set them down as proper fields of governmental action. So for instance all the offences against person and property such as murder, theft, arson, etc., are all acts that are forbidden by moral standards long since set up and accepted by the great majority of the people in every community. In fact these offences are not even regarded under the head of offences against the public morals, but as crimes against society about which there can be no difference of opinion. Public morals in the sense in which we are here using it means in effect public decency and usually connotes some phase of sexual morality. Even in this field it is possible to find a common ground on which to base an obligation on the public authorities of every city, which would be approved by the great majority of the community. This common ground is that immorality particularly in matters of sex should not be exhibited publicly and should not be used for the temptation of the young and innocent. In this connection we may take up the chief offenders against public decency in this regard in the movies, theaters, and other public exhibitions, in prints and pictures including advertisements, and in public dance halls. Saloons and houses of prostitution present peculiar conditions and will be considered separately.

First then with regard to public exhibitions of all

kinds it is obviously the duty of the city to prevent the production of exhibitions which are lewd, obscene, vulgar or suggestive. Here again a difficulty arises in that people have different ideas as to what these terms mean and what productions could be so termed. On the one hand there are people who claim that to the pure all things are pure and who would therefore bar virtually no kind of exhibition. At the other extreme there are people with an excess of prudishness who would rule out our masterpieces of literature and art on the ground that they offended their moral sensibilities and modesty. Between these two extremes somewhere lies the mean that would represent the generally accepted opinion of the community. The best way to secure this general opinion would seem to be to have a committee of censors composed of various elements in the community, but most largely of mothers with children in their early teens. They would be more likely to reflect a general conservative opinion than would a chief of police, a mayor, a single censor or a committee of men married or unmarried, while elderly unmarried ladies of the better element in the community would probably evidence a severity beyond that demanded by the fair average in the community. Such a board of censors should be required to pass on every questionable production that might be exhibited in the city before a license or permit to produce it be issued. A board of that kind would be a necessity with regard to exhibitions such as moving pictures even though they are passed by a national board of censorship for the reason that the local standard of decency may be much stricter in a given city than that represented by such a national board,

and we have seen that such questions should be determined according to local standards.

Not only should the regular places of entertainment be subjected to this scrutiny but especially also traveling exhibitions such as those that come with the circus or the street or county fair, for these exhibitions are frequent offenders against public decency. A distinction might very properly be made between productions that might not offend adults but would be very improper for children, and productions that are objectionable from both points of view. Another common source of danger in the field of sexual morals is obscene printed material of all kinds including pictures and advertisements. Every place of sale of printed matter should be licensed and subject to supervision by a board of censors with power to order the discontinuance of the exhibition or sale of such matter as is considered unfit for public dissemination. Medical advertisements in papers and periodicals are among the most common offenders against common decency. Of course all public bill boards and street car advertisements can easily be controlled by the city in this regard.

Among the commonest sources of danger to the youth of the city and very general offenders against the public decency are public dance halls. The public dance hall exerts a powerful attraction over the young of both sexes and seems to supply a very real want in a recreational way. But the usual concomitants of the public dance hall, namely drunkenness and sexual immorality have brought these places into such disrepute that it is not uncommon to find them virtually forbidden. A better method of dealing with them, however, would seem to be to regulate them in the interests of de-

gency rather than to destroy them as possibilities of recreation. In fact in a number of cities the proposition has been made and in some cases adopted to provide municipal dance halls under proper supervision for the purpose of providing a popular but safe form of amusement and recreation. That would seem to be a very sensible way to deal with the problem and can be recommended to all cities for trial. In any case, however, the unregulated dance hall should not be permitted to exist for it is responsible for a good part of the sexual immorality that exists in the city. Among the regulations that should be insisted upon for such places of resort should be the absolute prohibition of the sale of intoxicants and the prevention of indecent dances or positions on the dance floor, as well as the exclusion of all persons guilty of indecent behavior in the hall or known to be of bad moral character.

Saloons present one of the most controverted problems in our American politics, municipal and state, and in recent times it is even being emphasized in national politics. It is of course not our purpose here to enter into a discussion of the relative merits of unrestricted consumption of alcohol, temperance, and total abstinence, as rules of personal conduct. It is only as a question of governmental interference that it falls within the purview of such a work as this. But even the question of license or prohibition is not one that can be discussed to advantage here. The prohibition question has become one of the most burning and bitter of all controversies and as a question of controversial politics cannot be taken up here. But from the point of view of governmental administration it is necessary to point out

again that whatever may be the wisdom as a matter of public policy to prohibit to the fullest possible extent the consumption of alcohol, such prohibition cannot be successful and therefore wise unless a very substantial majority of the inhabitants of the community in which and by which it is to be enforced are actively convinced of its wisdom and aid in its enforcement. For reasons that have already been mentioned it is undoubtedly a mistake to attempt to enforce such prohibition in a city where a respectable proportion, not necessarily a numerical majority however, of the community do not believe in such restrictions on individual freedom of action. The question of prohibition or no prohibition becomes therefore again a local question to be settled in each community according to the state of public consciousness on the matter in that community. But as in the case of some other of the questions of public morals considered above there are some principles on which it is safe to say that a substantial majority of good citizens in all communities are agreed even with regard to the liquor question.

The most fundamental of these is that if the sale of liquor is not to be prohibited it is at least to be subjected to the most careful and effective kind of supervision for the protection of minors and the preservation of order. It is true that there is not by any means entire agreement as to just how to make these regulations most effective. So for instance let us take the question of publicity. In some places saloons are forbidden to have curtains in the windows in order that everyone may see who is patronizing the saloon. In other cases the opposite rule has been adopted and saloons

are required to have screens or curtains. Again some persons maintain that the chief evil of drinking in the American saloon is the fact that the alcohol is consumed with such rapidity instead of drinking a little slowly and making it last over a considerable length of time as is the custom in European cafes. Accordingly they would favor making the saloon a real workingman's club by providing it with tables and music and other attractions to induce him to take his liquor more moderately and in less haste. Other people, however, contend that the saloon should be made as unattractive as possible and would forbid music and tables and even the meagre comfort of a foot rail. So there are many matters connected with the problem of regulation on which honest people would disagree or question the expediency of efficacy of such regulatory measures.

On the other hand there are some regulations which would probably receive general approval as most necessary measures. Among these may be mentioned the limitation of the number of saloons, the granting of a non-transferable license only to applicants whose personal character has been investigated and vouched for by responsible citizens, the requirement of a heavy bond to be forfeited for failure to comply with all the requirements of the law in addition to revocation of the license, the exclusion of saloons from the neighborhood of schools and churches, the right of property owners in any block to exclude by majority vote saloons from that block, the absolute prohibition of sale to minors and drunkards at the entire risk of the saloon keeper under civil and criminal liability, the closing of the saloons at an early hour in the evening, the exclusion of women



and the prohibition of rented sleeping apartments and private rooms in connection with or in the same building as the saloon. Under a system of rigid regulation of that kind most of the evils of the saloon on which all or at least most people are agreed could be eliminated, leaving only the inherent evils of alcohol consumption, the proper treatment of which as we have seen is a controverted question of policy at the present time. Whenever the time comes that the general community opinion demands with sufficient force the abolition of the saloon instead of its regulation, the problem becomes of course much simpler.

The problem of the social evil is one of the oldest and most difficult of municipal problems. Prostitution seems to have been a feature of city life as long as we have any definite knowledge of city life at all. It is essentially a municipal problem both because commercialized vice can flourish only under urban conditions and because its successful regulation depends on the state of community feeling with regard to the matter. The problem of prostitution in the cities is a more serious and difficult one even than the liquor problem. More serious because the injurious moral and physical effects of the evil do not as in the case of the consumption of alcohol depend for their seriousness largely on the immoderate indulgence in the physical appetite, more difficult because its existence is based on the most fundamental of human appetites and passions, namely, the sex instinct, stronger and more universal by far than the desire for drink. It is like the drink evil, however, in that its ravages and curses fall almost inevitably not only on the actual participants themselves but on countless innocent

persons and unborn generations. In fact it is this feature of the social evil, that is, its effect on public health, which seems to offer the most hopeful ground for its successful ultimate eradication, for as to this feature of the evil, facts and statistics are abundant and conclusive and leave no room for individual opinion.

In its purely moral or religious aspects the eradication of the social evil meets with the same difficulty as is encountered in the case of the liquor problem, namely the fact that a large portion of every community, at least of the male portion of every community, is either unconvinced as to its being morally wrong, or is certain that because of its fundamental appeal to the strongest animal instinct, it is hopeless to try to combat it. Under such conditions it may safely be said that the attempt to legislate the social evil out of existence is bound to be a failure and worse than a failure. It is interesting to compare in this regard the situation in continental European countries with that in this country. It is probably true that there is not as general a condemnation by the so-called better classes in Europe of the social evil as there is in this country among a very considerable portion of the population. At the same time there is not usually any hypocritical attempt to satisfy any such feeling that may exist by forbidding the existence of prostitution on paper but permitting it in fact, as is the normal case in American cities. Instead of that there is a frank realization of its existence in laws which provide rigid inspection and regulation and are rigidly enforced.

It is believed therefore that until a community has come to have a sufficiently general and powerful opposition to the

continuance of the evil as a result of a realization of its moral and physical dangers to enable it really to eradicate it from the city, the wiser course to pursue from every point of view is to face the facts as they are and to combat their unfortunate consequences as well as can be by regulation, rather than to rest in a sham security born of having prohibitory enactments in the statute books which are freely violated with impunity. The task of instructing the community in the terrible consequences of the continuance of prostitution, at least on its public health side, may very properly be attacked by the health authorities of the city, while the moral and social aspects are treated by the parents, teachers, and preachers of the community.

The proper regulation of the social evil until such time as the community is ready and able to eliminate it either wholly or at least in large part, presents some more or less obvious features and others that are more difficult and to a certain extent controversial. Among the fundamental regulatory measures which practically every community would be ready to insist upon and which, therefore, could be effectively enforced are the prevention of solicitation in all forms both on the part of prostitutes and even more on the part of keepers of resorts for the purpose of securing prostitutes, all forms of street walking and public advertising. It is not necessary of course to mention the need of penal measures for the punishment of compulsion or involuntary detention for immoral purposes commonly known as "white slavery." The registration of all prostitutes, compulsory medical examination, treatment, and isolation, and the strictest supervision of all houses of ill fame are

among the measures which have been commonly adopted, though not, it must be said, with the results that might have been desired. One troublesome and much disputed question in the regulation of the social evil has been the question of segregation. There are many considerations involved in the determination of the advisability of a segregated vice district with restriction of all prostitution to such a district. Some of these considerations are economic, some social, some administrative, and some refer to the effect of such a measure on the ultimate problem of eradication. There is, furthermore, neither a consensus of opinion by theorists nor a correspondence in the testimony secured from places where the system of segregation has been tried. Viewed from the point of view of the possibility of effective police and sanitary supervision and regulation the segregated district has much to recommend it. It may be said also that a good deal of the opposition encountered against segregation proposals comes from persons whose moral sense is shocked by the apparent official recognition of the social evil involved in this and all other regulation, but whose conscience is not disturbed by the flagrant violations of a law purporting to prohibit prostitution, although such violations with a corresponding freedom from desirable regulation and restriction may be much more dangerous from every point of view than is the recognition of the existence of the evil and insistence on the fullest possible regulation.

## QUESTION SHEET ON PUBLIC MORALS

Does the city have a censor for passing on public productions and exhibitions? What powers does he possess? Are all places of exhibit licensed for the purpose of control in the interest of public morals and decency?

What supervision, if any, is exercised by the city over the character of printed matter and pictures exhibited for sale in the city?

Are bill boards and other public advertisements controlled in the interests of decency?

Are there public dance halls or pavillions in the city? How are they supervised? Are there any restrictions as to the sale of liquor, the exclusion of children, the prevention of indecent dances and acts, the removal and restriction on attendance of persons known to have a bad moral character, or to be present for immoral purposes?

Are saloons permitted in the city? If forbidden by law are they eradicated in fact? If not forbidden, how are they regulated as to manner of obtaining a license, hours of closing, exclusion of minors and drunkards, location, exclusion from districts by vote of the property owners?

Are the saloons a center of public disturbance? Do they require special police supervision?

What provision do city ordinances make with regard to prostitution? Is it effectively suppressed? If not to what extent is it regulated in the interests of public health and morals?

Are street walking and public solicitation effectually prevented?

Is there a restricted district and if so what seems to be its effect on the evil, especially as regards publicity and attractiveness to boys under age?

## VIII.

### SOCIAL WELFARE

The preventive or negative side of governmental activity as exemplified in the protection of person and property against violation by others and the securing of each in the enjoyment of his life, liberty, and property was the earliest function to develop in cities as well as in all other units of government. This was of course natural as the first condition of a civilized society is the preservation of order and the elimination of persons and conditions conducive to disorder. There is, however, another side to governmental activity which has attained a general recognition only in comparatively recent times, but which is now coming rightly to be regarded as of equal importance for the preservation and improvement of society with the mere protection of life, liberty and property against invasion by act of individual members. This new activity may best be termed the furtherance of the social welfare by means of positive measures intended primarily for the benefit of the laboring classes in the community. It is true that an important part of this activity also presents a negative aspect in the necessity of prohibiting certain kinds of actions and imposing restrictions on certain others which formerly had not been regarded as properly subject to governmental regulation. But even these measures have a positive aspect in that they are intended to further the economic and social welfare of a par-

ticular class in the community who are not sufficiently protected in their economic interests by the general prohibitory or restrictive measures of the state mentioned above and who by reason of their economic and social condition are unable to secure by themselves that minimum of the necessities and comforts of life which is now coming to be considered as the right of every honest, industrious and productive citizen as well as of those who by misfortune are incapacitated from earning a livelihood by their own efforts. Closely related to the problem of the care of the dependants and generally unfit is the treatment of the criminals and other persons who are considered dangerous to society and cannot be permitted to remain at large. Under the general head of the social welfare activities of the city we may therefore consider briefly the following topics: Housing conditions; working conditions; recreation facilities; poor relief; corrections.

The importance of proper housing regulations has been touched on in its public health aspect under the discussion of that branch of municipal activity. Undue congestion, lack of proper amount of light, and a want of proper sanitary conveniences all have a direct bearing on the public health problem, not only because such conditions are in themselves destructive of the health of the inhabitants but also because the check of contagious diseases in such tenements is next to impossible and the health of the whole community is thereby seriously jeopardized. But public health considerations are not the only ones that demand municipal regulation of housing conditions, though they are sufficient in themselves to require a housing code. Crowded conditions



and excessive rent play their important part in lowering the morality of the inhabitants. Where whole families are crowded into one room the natural sense of shame which is an effective protector of common decency between the sexes becomes dull and blunted. Where, further, as is not rarely the case, a night lodger is taken in under such conditions for a few cents to help meet the expenses, the way is paved, as abundant testimony shows, for leading the young girls of the family into lives of shame. Furthermore the cheap crowded tenements are often the abodes of pickpockets, petty thieves and other members of the criminal classes daily contact with whom destroys all moral sense of the children and tends to make them also outcasts of society. From a social point of view furthermore the destruction of all possibility of a sane and helpful family life is not without serious effect on the character of the children born and reared in such tenements. This therefore is an instance where social considerations demand that the city interfere and prevent by means of a housing code the shamefully crowded living conditions which landlords find it profitable to encourage and which the poor families are financially compelled to resort to, for the rent demanded comes within the possibilities of their means, although it yields enormous profits to the owners of the property.

Social welfare demands the elimination of insanitary, indecent tenements and the establishment of minimum standards of living conditions as regards light, air, sanitary conveniences, number of people per room, and general attractiveness of surroundings. Individual desire for maximum returns are not to be taken into consideration when

weighed against such social consequences as the satisfaction of those desires entails in the matter of the housing conditions. If private enterprise is unwilling or unable to erect decent and comfortable dwellings for the poorer classes then it is the function of the city to do so, and not permit their exploitation for private gain. In this matter of the housing situation American cities are as a rule behind many European cities which have pretty generally recognized the vast importance of solving this problem. Of course the fundamental problem of securing to the laboring class a return in wages which will enable them to satisfy decently their fundamental wants in the matter of housing conditions as well as regards education recreation, etc., involves economic considerations that lie in large part outside the boundaries and jurisdiction of the city and for which therefore the city cannot be held responsible. But to the extent that the city can secure for the laboring class the essentials of decent living which their wages may be unable to procure them such action is dictated by considerations both of justice and wisdom.

A consideration of considerable significance as regards the whole matter of congestion in the living districts of the wage earners is the transportation problem. Workmen cannot live at a distance from their place of employment unless transportation is rapid and cheap. Hence if there are no street cars that connect the outlying districts of the city with its industrial sections it means that the workmen are compelled to live in miserably congested conditions because the rent value of land in the center of the city is so high that they must get along with an absolute

minimum of space. Furthermore, the cost of transportation even when it exists is a very considerable item in the wage earners' budget and may prevent the reduction of congestion which is so desirable from a sanitary and social point of view. The city should therefore require reduced rates for persons who use the street railways daily as a means of getting to and from their place of labor.

Somewhat the same considerations apply to the question of decent working conditions. The hours of labor and the wages paid are ordinarily not within the power of the city to alter or determine, though the city itself as an employer of labor can offer an instructive example of what just and decent treatment of employees means. But in the matter of sanitary and moral conditions surrounding the places of work the city can exert a considerable influence and by attacking the problem of unemployment as well as by providing social centers and other means of recreation and social intercourse can do much toward making the life of the working classes more bearable. The most important considerations concerning the sanitary aspects of the places of work are much the same as those that affect proper living conditions, namely plenty of light and air, warmth in winter, and as much coolness as possible in summer, as well as decent sanitary conveniences, with dressing and rest rooms, separate for the sexes. Cities should be given large powers to deal with these matters, for they are of the greatest importance to the large laboring population of every city, and through them to the city as a whole.

Not only should the conditions under which the work,

particularly factory work and clerking in the shops, is done be as healthful and as pleasant as possible but facilities for recreation should be as ample and as attractive as can be furnished. Private employees are beginning to realize that the working efficiency of the individual is greatly affected by the opportunities enjoyed by the employees for rest and recreation and for that reason many of them are not only voluntarily shortening the hours of work in many cases below the legal requirement or in the absence of legal requirement but are furnishing at their own expense libraries, gymnasiums and social rooms and conducting picnics and other outings on holidays for their benefit. But this far sighted attitude is not by any means sufficiently general to eliminate the need of community activity in this regard and it is therefore the business of the city to see that the laboring element which is unable to do more than barely provide for the necessities of life should have at least that minimum of recreation and enjoyment without expense which is necessary to prevent their lives from being a dull round of routine drudgery without the relief which the members of the propertied classes consider essential to real living. Under this head would come some activities that have been touched on before, some that will be mentioned in connection with the city plan, and some that do not present other than purely recreational and social aspects. Among these should be mentioned public libraries, museums and gardens, parks and playgrounds so situated as to be accessible to the wage earning classes without transportation costs, baths, gymnasiums, and swimming pools, public exhibitions and concerts, and neighbor-

hood clubs or social centers to encourage gatherings for the cultivation of social intercourse.

A problem of grave difficulty connected with the condition of the working classes that confronts every municipality to a greater or less extent is the problem of unemployment. In one sense this is of course not a municipal problem in that the economic conditions which result in the throwing of numbers of wage earners out of work are either wholly or in large part at any rate not controllable by any municipal action, or by any governmental action for that matter. But if the causes of unemployment are not municipal, the consequences are in a very real sense so, for the want and suffering that result must be taken care of by the city and its inhabitants in some way or other. Considerations of public safety to say nothing of humanitarian considerations require that everything that can be done to avoid and remedy such a condition should be done by the city.

There are two phases of unemployment that should be kept in mind and be dealt with differently by the city. First there is the continual unemployment due to lack of proper facilities for bringing together those that seek employment and those that seek employees. Private agencies for that purpose are expensive and frequently take advantage of the wage earner to his detriment. Experience has shown that an employment bureau conducted by the city without desire of profit can do much toward eliminating loss of wages due to a failure to bring the seekers for work into touch with those desiring workers. Then there is the serious case of large numbers of per-

sons, normally engaged in work, thrown out of employment because of a panic or other accompaniment of business depression. It would frequently be possible for a city itself to provide work for the ordinary number of unemployed in normal times by assigning them to day labor in some of the city public service departments. But the extraordinary numbers of unemployed that result from a period of business depression can be taken care of only by extraordinary measures demanding an increased number of employees engaged directly or indirectly in work for the city. Such an increased demand can result only from a timely increase in the building undertakings of the city. But as such increased activity can result usually only from a bond issue and it is not always possible to issue bonds in sufficient amounts just at such times and it is furthermore always more difficult to sell them in times of financial disturbance, the city must, to accomplish the purpose, act in anticipation of such emergencies. This could best be done by creating a sinking fund out of the general revenues or by special tax and letting it accumulate for the purposes mentioned until needed, or until large enough to take care also of some of the ordinary sources of expenditure.

The problem of poor relief presents one of the most perplexing of the city's difficulties because while the proper solution of the question is greatly affected by the variety of factors involved, the failure to deal with it properly is certain to be of the gravest consequence to the city. Poverty and crime are close companions, for necessity knows no law and the jails have no horror for starving persons. As in the case of the specific problem of unemployment so

in the larger problem of the city's indigent and pauper element the cause is only slightly traceable to conditions which the city itself can prevent. But the consequences, social and political, of pauperism, are consequences which the city primarily has to bear and it therefore becomes a prime duty of the city to take such steps as it can to avoid those consequences. Public charity or poor relief is a relatively late development of municipal activity, for until comparatively recent times that matter was left largely to private initiative particularly that of religious organizations. To-day, however, the governmental significance of a systematic treatment of the poor relief activity has come to be pretty generally recognized and all progressive cities are devoting an increasing amount of attention to the problem.

In general it may be said that the problem consists in determining who are really in need of public support and in aiding them to the extent and in a manner that will not tend to induce them to cease their own efforts for economic improvement by relying upon public aid. The pauperizing effect of indiscriminate giving to those who seek assistance is too well known to require comment. But discriminating giving can rarely ever be attained unless there is centralization of the charitable activities in a municipal department with which all private agencies cooperate for the more effective accomplishment of the common purpose. Every city therefore should have a professionally trained director for the charitable work of the city who should approach the problem from a scientific point of view instead of from the point of view of ignorant

sentimentalism. Street begging and begging from house to house should then be forbidden and every citizen should be informed that there is a department of the city to which all applicants for assistance can be sent with the knowledge that they will receive the treatment their case demands and which the public interest may sanction. Such an arrangement would serve the double purpose of discouraging impositions on the charitable impulses of the citizens and of increasing the willingness of these citizens to contribute towards the cause of public charity who by reason of repeated frauds upon their sympathy had come to turn away all cases of appeals, worthy and unworthy alike. The municipalization and systematic organization of poor relief work need not mean the elimination of the personal contact and touch of the individuals with cases of hardship and suffering which tends to make the more fortunate members of the community willing and anxious to help those less fortunate. for the character of the proper kind of poor relief is such as to demand the active assistance and co-operation of large numbers of lay citizens working for the department.

The last subject to be considered under the head of social welfare activities of the city is that of corrections. The whole subject of penology and criminology is one which must in its larger aspects be handled by the state, for it is the state that defines and punishes the more serious offences against society. At the same time the city ordinarily has a considerable penal jurisdiction of its own enforced by its own police officers and by its own courts and penal institutions. It is important, therefore, that within its sphere the city should act in accordance with the right



principles in dealing with offenders. Recent times have seen a marked change in the attitude of society towards criminals and lesser offenders. Formerly the basic idea of the system of public punishment seems to have been that of revenge, an eye for an eye and a tooth for a tooth. Indeed in times past the punishment of the criminal was considered to be primarily the business of the person injured, the government rendering him aid in the process. But even after that stage was passed the concept at the basis of the treatment of the criminal was that society had been injured by his action and should therefore be avenged by inflicting a punishment upon him commensurate with the crime. Besides this fundamental idea of revenge there was also and still is to-day to a considerable extent the idea that the function of society in dealing with offenders against the law should be preventive in that criminals should receive such treatment as would discourage all others from attempting like crimes. Accordingly it was thought that the more severe the punishment the greater the deterrent effect on others and the greater the security of society. In former centuries therefore it was the rule that even petty offences were punishable by death, usually in some diabolical way. To heighten this deterrent influence executions were held in public and were popular spectacles. The absurdity of such a system of punishment was a long time in receiving recognition and though we have to-day generally abandoned the practice of punishing small offences as if they were capital crimes and have ceased to make public spectacles of executions, we still adhere to

some rather mediaeval conceptions and practices in our punishment of criminals.

In the first place we may state that city jails are frequently not kept in the condition in which they should be. However much the security of society may demand the imprisonment of offenders against the law it cannot and does not demand inhuman treatment of the offenders. It has no right to undermine the health of its wards, and jails should therefore be kept in a sanitary condition. In the next place modern sociology recognizes that the chief if not the only function which society can properly assume with regard to the treatment of offenders against its laws is to reform the offender to the end that he may be released at the earliest possible date as a useful member of society again. All efforts of the so-called penal activity of government should therefore have in mind primarily the reform of the offender rather than his punishment. If the treatment accorded to the criminal is therefore such as merely to confirm him in his hostile attitude toward society so that when his term is up he straightway begins again upon a career of crime, the fundamental purpose of our penal system has been perverted. Furthermore, if he is turned out after serving his term without any equipment for earning his livelihood, perhaps because of his health being impaired by sanitary conditions in the jail, he is also very likely to return to illegitimate undertakings.

The penal institutions should therefore offer not only healthful living conditions but also opportunities for improving the body, mind, and morals to the end that the social efficiency of the individual be greater if possible after

his release than before, or at any rate not less. A valuable experiment in this direction is the establishment of municipal farms on which the city prisoners can be engaged in a useful and healthful occupation and at the same time acquire knowledge which will be of economic benefit to them after they are released. For many cases the parole system is a valuable instrument of improvement. Segregation according to age and sex as well as to the character of the offense committed and on the basis of first or repeated offenders is also essential to successful reform work. Finally may be mentioned the importance of dealing with juvenile delinquency not as crime but as a distinct phenomenon to be dealt with in a different way. It is now commonly agreed that to treat children who commit crimes and misdemeanors like ordinary criminals results in a great many cases in turning into confirmed offenders many persons who with proper watching and supervision could be led to see the error of their ways, ways which are frequently the result rather of bad home influences, training and surrounding than of any innate perversity. Probation officers can in most cases do more toward reforming a youthful first offender who is permitted to carry on his ordinary activities than can a jailer even under the most favorable conditions. So far therefore as the city has judicial jurisdiction over offenders it should conduct its penal system on the principles recognized as more effective in the fundamental problem of preventing crime rather than on the time honored but erroneous doctrines that have usually governed the penal activity of governments in the past.

QUESTION SHEET ON SOCIAL WELFARE

Does the city have a housing code regulating the construction of tenements and rent houses, as to light and air, sanitary conveniences, number of persons who may be permitted to live in one room, etc.?

What is the condition of the poorer classes as to dwelling places, what rents are charged, and what returns do houses in the congested and poorer districts yield?

Could the congestion be relieved by better and cheaper transportation facilities? Is land now reached by street railways held at high prices for speculation?

What are the sanitary conditions under which wage earners in the city, particularly women, work?

What opportunities for recreation and rest are offered by the employers?

How does the city as an employer of labor compare with other employers as to wages paid, hours of labor, sanitary condition of work places, recreational facilities, etc?

What recreational facilities does the city offer for the laboring classes particularly, such as playgrounds for the children, accessible parks, public baths, gymnasiums, neighborhood houses, etc.

What measures does the city adopt to deal with unemployment? Is there a free employment agency? Does

the city enlarge or diminish the extent of its public works, undertakings and construction in time of financial stringency?

Is there a special authority to deal with poor relief and charity in the city? How is private charity correlated with the work of the city? How does the city deal with street and house begging?

What is the condition of the city jail? Are the living conditions sanitary?

What treatment is accorded to the inmates? What efforts are made to reform them? Are offenders segregated in the jails according to age, sex, and criminal records?

Is there a special method of dealing with juvenile offenders?

## IX.

### CITY PLANNING.

City planning is one of the most recent of municipal functions to receive recognition in this country, though its importance is rapidly coming to be realized. In general it may be said that the purposes of systematic city planning are or should be two fold, esthetic and social. It is the first of these which has usually been emphasized by those interested in city planning, too often to the minimizing if not indeed to the exclusion of the other feature. In point of fact, however, the social value of a proper city plan or program of physical development is of much more fundamental importance to the welfare of the city than is the mere matter of physical beauty, tho fortunately the two objects are not only easily united in one program but naturally have a very intimate relation with each other.

Taking up first the possibilities that lie in a systematic plan of city development for the improvement of social conditions we may touch briefly on such matters as provisions for parks and playgrounds, proper transportation facilities and housing regulations. The greatest social ailment of the city is congestion and any attempt at city planning which leaves out of consideration remedial measures directed at that ailment fails at the most important point. The fundamental causes of congestion it is true are again, like those of unemployment and pauperism, with which

congestion and slums are intimately connected, to be found in conditions which unfortunately are not under the control of or subject to regulation by the city. These conditions are long hours of labor and poor wages and it has been shown that normally the intensity of congestion will vary directly with the length of the working day and inversely with the wages paid. But while the remedying of these fundamental causal conditions is outside the jurisdiction of the city, there are many measures which the city can and should adopt for minimizing the unfortunate results of congestion and in some measure for counteracting the effect of the conditions named.

First among these may be considered the city parks and playgrounds. The value from an esthetic point of view of beautiful city parks is of course obvious and has indeed been frequently appreciated at least in our larger American cities. But the sanitary and social significance have too often been lost sight of, in that beautiful and expensive parks have been located at a distance from the congested portion of the city where they neither served to furnish fresh air for the crowded tenement dwellings nor could be used for outings by the tenement dwellers because of the distance, requiring an outlay in street car fare which the wage earning head of a numerous family could not afford to expend. In realization of this feature of the city's open places the practice of having a large number of small and easily accessible parks instead of one or two splendid but from this point of view largely useless parks is coming to be more and more widely adopted. Of equal significance is the playground move-

ment which at relatively small expense and on very small plots of ground causes playgrounds for the children to be located in the congested districts, furnishing both breathing places and wholesome recreation places to take the place of the dirty, noisy, dangerous, and morally harmful streets and back alleys. In this connection should be mentioned also the value of properly located and conducted swimming pools and bath houses which serve both a sanitary and recreational object of considerable importance.

The importance of rapid and cheap transportation facilities as one means of attacking the problem of congestion has already been touched upon in discussing the social welfare activities of the city. It is only necessary to point out here, therefore, that the laying out of proper lines of transportation leading from the industrial portions of the city to outlying sections suitable for workmens' dwellings should form an important part of every city planning undertaking and the city itself should see to it that such outlying sections are made available for the purpose at reasonable prices. The transportation problem of course presents other matters affecting the city planning activity, such as the minimum of interference with other traffic, the sightliness of the right of way, by requiring underground wiring and parking along the tracks, the proper architectural treatment of elevated railway structures if required, and the beauty of all transportation stations and terminals.

Building regulations and their significance from a sanitary and social point of view have already been considered in connection with the discussion of housing conditions and their improvement by the city. These regulations dealt chief-



ly with the conditions prevailing as to light and air, sanitary conveniences, and insanitary and indecent crowding into rooms and apartments. They were concerned, therefore, with such questions as the height of buildings in relation to the width of the street, the proportion of the area of each lot that should be left unbuilt on, the size and location of windows, etc., all of which of course has also an effect on the appearance of the building, although additional requirements should be made in the interests of a general pleasing appearance for tenements from the outside as well as proper arrangements on the inside. But there is another important point to be kept in mind by the city planning body which has a bearing on the social as well as the esthetic side of building regulations. This is the matter of zoning or of determining distinct districts of the city for different kinds of building purposes. So all factories and other industrial establishments should be required to locate in certain defined zones or areas, other areas should be designated as business districts, still others as tenement and apartment house districts, and finally others as single family dwelling districts. In this way the residence sections could be protected against the noise, dirt, and congestion existing in the business and industrial districts and an important blow struck at the problem of congestion, or at least of future congestion. This zoning plan is not a new thing for cities, as German cities particularly have adopted such plans of development for a number of years back and the best city plans now being adopted in this country make provisions for the same general kind of scheme.

Leaving now the social objects to be attained by city planning we may consider briefly the more purely esthetic or artistic objects to be sought after, though here again other considerations must be taken into account, such as convenience and cost if a valuable and practicable plan is to be involved. First we may take up what is sometimes regarded as the principal problem of the city plan, namely the arrangement of the streets. In this regard utility and convenience should be the prime considerations and beauty next. The prime purpose of streets is not to furnish beauty but to afford facilities for intercommunication and traffic, therefore a good city plan must attempt to offer the most convenient arrangement of streets for that purpose, consistent with other considerations, including esthetic ones also. Here, again, fortunately, the most useful arrangements proves to be also the most pleasing from an artistic standpoint, hence the problem is relatively simple. The characteristic plan of laying out streets in American cities is the regular rectangular plan which makes the city look like an immense checkerboard. This plan is most objectionable from the point of view of traffic and transportation for it makes it very inconvenient to go diagonally across the city, requiring one to travel along the two sides of a right angle triangle instead of along the hypotenuse. The plan has the advantage of making it easy to find ones way because all streets are straight and houses can be numbered conveniently with reference to intersecting streets. Furthermore it permits of the most complete use for building purposes of the land not used for streets, although we shall see that one of the advantages of the plan

suggested later on is that it results in the creation of many small plots of land unsuitable for buildings which can be turned into small parklets or flower gardens to great advantage.

But the disadvantages of the pure checker board plan outweigh all possible advantages from the point of view of facility of intercommunication and in addition to that are by reason of the monotony of the effect produced little adapted to effective landscape architecture. But it may well be retained as the ground work of the city plan because of its economical use of the street areas and because of the ease of numbering and finding of streets and houses. The defect of not affording diagonal passage way across the city can easily be overcome by providing for a series of diagonal thoroughfares to serve as main highways for getting across the city in diagonal directions. Such a plan of diagonal streets radiating out from one or more centers of traffic would also serve to relieve the monotony of the checker board and would result in the creation of little triangular areas at the street intersections which would afford splendid opportunities for little parks with sculpture, ornamental fountains and flower beds. Another variation in the checker board plan which serves convenience of intercourse also but has chiefly artistic merit is the use of one or more circle boulevards whose center would be the principal civic center, that is, group of public buildings of the community. This feature of street planning originated in continental European cities where the lines of the old city walls and fortifications offered convenient lines for broad streets because the land in question had not been

built up in business blocks. The architectural effects obtainable by such a system of concentric circular boulevards are splendid.

These suggestions with regard to the laying out of city streets are based on the implied assumption that city planning had been given attention prior to the growth of the city and that its development could be directed along these lines. This is not true of course of any of the older and larger cities. They all developed, with very few exceptions, before the importance of city planning even from an esthetic point of view had been realized and the plan of the streets shows therefore few or none of the desirable features mentioned. The same thing is true of the points to be noted a little later with regard to width of streets, location of public buildings, etc. The introduction of all these features now into the built up portions of these cities would therefore involve a very considerable if not a prohibitive expense. A city planning program for the established business and residence sections of a city should therefore attempt to improve the situation as far as possible without involving the tearing down of too many valuable buildings or the undue disturbances of established routes of communication. For all such portions of cities a study of the natural arteries of communication should be made, these should be widened as much as need be and all traffic deflected as far as possible to such streets while other streets be limited to pleasure travel. This would serve not only to afford opportunities for street beautification and improvement, but would relieve congestion of traffic and simplify the paving problem which is affected primarily

by considerations of the kind and amount of traffic to be borne by the streets.

At the same time while it is true that it is much more expensive to replan a city than to plan it in the first place and the possibility of a systematic comprehensive plan is greatly diminished if it is not adopted until after the city has attained a considerable growth, yet it must not be forgotten that some aspects of city planning are so important to the welfare of the city, particularly the social aspects, that the question of expense takes a subordinate place compared with the need of making the required changes. Many cities in this country as well in Europe have found it economical to spend millions of dollars in replanning their streets for the purpose of improving housing and living conditions and for beautifying the city. The very costliness of such improvement may furthermore prove a helpful lesson for smaller cities in attacking the problem of planning their development early while it is yet a simple matter, and for the larger cities in controlling the planning of new additions in the unbuilt territory near the city which will later become a part thereof. It should also be emphasized here that while the general considerations mentioned with regard to the laying out of streets and the other problems of city planning have in a sense a universal application, their local application in a given city will be greatly affected not only by the past development of the city as above shown, but also by the topography and the climatic conditions of the individual city. A local study by a competent city planner should therefore always precede any

action to be taken with regard to the adoption of a general line of development.

The width of streets is another important consideration to be kept in mind in connection with the adoption of a city plan. It is a not uncommon notion that wide streets are necessarily desirable both from the point of view of convenience and of beauty, and that therefore all streets should be made as wide as possible. This is a mistaken notion. Streets are, as has been said, primarily arteries of traffic. They should therefore be wide enough to accommodate conveniently the traffic that is likely to use them, and that width will vary with different streets. If streets are made any wider than is necessary for their fundamental purpose it results in unnecessary expense to the abutting property for paving and to the city for repairing and cleaning, while at the same time it unnecessarily diminishes the amount of space available for building purposes. Of course, the street should be wide enough in any case to admit enough light and air to the houses likely to be built on it and certain of the main streets and boulevards should, for architectural effects, be made wider than is absolutely necessary for traffic purposes, but it is well to point out that streets can and not infrequently are too wide as well as too narrow. A convenient and artistic way of securing width in the street without the resulting inconvenience of a wide expanse to be paved and kept in repair and clean, is to park the center third of the street with lawn and flowers, leaving a traffic way on either side wide enough to accommodate the normal travel.

There are many other considerations that might be men-

tioned with regard to the beauty of the streets, such as the need of shade trees, ornamental lighting, harmony of architecture, etc., but it is not necessary here to go into further detail. One very important matter, however, should be mentioned because it is one in which almost all American cities, even the largest and the most progressive, fail. That is the matter of bill boards and other street advertisements. Many a beautiful street or boulevard and many places of natural beauty in or near our cities are marred by the ill-advised advertising mania. Cities should be given the widest possible powers to remedy this evil, for it makes civic beauty almost an impossibility. Offenses to the eye are just as objectionable, and to many people more so, as are offenses to the ear and nose. Objectionable sounds and smells can usually be eliminated at least to the extent that they are unnecessary, and in that sense this mania of street advertising is certainly unnecessary. So long as a few manufacturers or sellers make use of it others feel compelled by competition to do the same, but if it were forbidden to all none would suffer except the persons who sell or rent the space for commercial gain to the destruction of the beauty of their city.

Finally, we may touch briefly on the importance of locating public buildings in such a way as to serve artistic purposes as well as to be conveniently accessible. "Civic center" has come to be used to designate the collection or grouping of the public buildings of the city for architectural effects. This plan, like the other features of civic beauty, has in mind also the development of civic pride which comes from seeing public buildings of effective architecture

grouped in an artistic way to exemplify the spirit of the city and its importance and achievements. In the style of architecture and location of its own buildings the city, of course, has entire say, but it should also make every effort to secure the co-operation of the federal government in the erection of its postoffices and other buildings, and of the state and county in the erection of their buildings within the city. With such co-operation between the various governmental agencies it would be possible for every city, even the smallest, to have a civic center proportionate to its size and importance which could be made a beauty spot to which citizens would point with pride. If then, in addition, another common sore spot in the city, the railway station, were required to be made as attractive as possible, the improvement in the physical aspect of the ordinary city would be phenomenal. For this purpose every city should have an art commission, composed of lay citizens, serving without pay, to pass on and approve every building erected by the city or by public service corporations in the city, and to approve all monuments erected in public squares by or for the city, which commission could act in the general capacity of a city planning commission, assisted in both functions by a professional man who had made a special study of landscape architecture and city planning



## QUESTION SHEET ON CITY PLANNING

How many acres of parks are in the city? Are they within easy walking distance of the tenement or congested working districts of the city?

What provision does the city make for playgrounds, bath houses and swimming pools, or gymnasiums?

Has the city established zones for the different kinds of structures in the city? Are workmen's dwellings crowded in among industrial plants, factories and sweat shops?

Have any steps been taken toward the adoption and following of a systematic city plan? Is there a city planning or city art commission?

Are the streets as now laid out best adapted to the existing and future traffic conditions? Are shade trees provided by the city or required of property owners?

What abuses exist with regard to the bill board evil? What steps if any are taken to remedy this evil?

What is the artistic value of the public buildings in the city; city hall, jail, schools, etc., and of the federal and county buildings?

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